

GROWTH MANAGEMENT ELEMENT

CITY OF LA HABRA

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PART 1

GROWTH MANAGEMENT/TRANSPORTATION BACKGROUND REPORT

Preliminary Data, Analysis & Policy Direction for
Growth Management/Transportation Issues.

I. INTRODUCTION

A. Statement of Purpose and Intent

The purpose of this Element is to ensure that growth and development in La Habra be based upon the City's ability to provide an adequate circulation system pursuant to the Orange County Division, League of California Cities "Countywide Traffic Improvement and Growth Management Plan Component."

B. Role of the Background Report

The Growth Management Element contains policies for the planning and provision of traffic improvements that are necessary for the City's orderly growth and development. The policies and programs presented in this Element are for the establishment of traffic level of service (LOS) standards; a development mitigation program and a development phasing program. In addition, this Element includes an implementation program for annual monitoring.

This element satisfies the growth management requirement of the Revised Traffic Improvement and Growth Management Ordinance (Measure M) and conforms to the guidelines for Growth Management elements as set forth in the Orange County, Countywide Growth Management Program Implementation Manual of April, 1991.

La Habra is considered to be a developed community with its infrastructure already in place. For this reason it is considered a Developed Community for the purposes of Measure M. As a result, this element does not need to address certain infrastructure issues, such as fire, sheriff/police, and library facilities, required to be addressed by developing communities.

The Element is divided into three sections. Section I provides a statement of purpose and intent of the Element and presents an overview of growth management program requirements. Section II discusses issues specific to La Habra's needs towards implementation of the growth management programs. The goals, policies, and programs for the Element are provided in Section III.

C. Relationship to Other General Plan Components

A major goal of the Growth Management Element is to ensure that the planning, management, and implementation of traffic improvements are adequate to meet the current and projected needs of the City. While this goal is a high priority, it must be achieved while maintaining internal consistency among the other elements of the General Plan as required by State law. Therefore, the Growth Management (GM) Element does not replace or supersede any of the other General Plan elements; instead, the Element addresses, amplifies and supports traffic Level of Service (LOS) standards that are included in the other General Plan elements and establishes new standards where necessary. The Element also serves to augment development mitigation, development phasing and annual monitoring discussions in other General Plan elements.

The GM Element is implemented through various coordinated programs developed to support and carry out its goals, objectives and policies. In addition, this Element has been crafted to minimize duplication between Measure M and Congestion Management Program (CMP) requirements.

The GM Element is the most current expression of City growth management policies. Consequently, although there is a certain amount of overlap among the general plan elements, the GM Element is the key resource document for growth management concerns.

The GM Element incorporates various assumptions and issues discussed in the Housing, Circulation, Land Use, and Air Quality Elements of the General Plan. The relationship between these elements and the GM Element are briefly discussed below.

Housing

The implications of growth management approaches to resolving such regional issues as traffic congestion and worsening air quality would include effective policies to create more housing in job rich areas and, in turn, more jobs in housing rich areas. This Element, in effect, would foster and encourage housing opportunities where necessary to promote an effective jobs/housing balance policy. Such policy efforts will seek to promote and encourage housing opportunities consistent with the housing component mandate.

Circulation

Future increases in traffic volume on La Habra's street and road system will result in worsening traffic conditions. Traffic congestion on many of La Habra's regionally significant arterials will result from increasing through traffic whose trips that neither begin nor end in La Habra. Such impacts to the circulation system is directly correlated to growth as new development occurring in surrounding communities will result in additional demands on the existing transportation facilities. These demands on La Habra's transportation system will result in additional through trips that are not under the City's control. Efforts to maintain an efficient transportation system will require maintenance of level of service standards on La Habra's streets and roads as construction of new transportation facilities and improvements to existing facilities may be necessary as future demand for roadway capacity increases for future development occurring in La Habra and under the control of the City.

Land Use

Without efforts to mitigate future impacts from development projects, such growth will adversely affect the city's transportation system. Coordination between land use and transportation planning will play a greater role in identifying possible mitigations and ensuring greater consistency between land use and transportation needs on a regional scale.

Air Quality

Concern over the environmental impacts of growth and development has increased in recent years. The poor air quality in the South Coast Air Basin is a constant reminder of the effects of growth in Southern California. Since automobiles represent a major source of pollutants found in the Air Basin, efforts to curb or eliminate its use from the transportation system will have direct air quality benefits.

D. Definitions

For the purposes of this Element, the following terms are defined below:

1. "Capital Improvement Program" (CIP) shall mean a listing of capital projects needed to meet, maintain and improve a jurisdiction's adopted Traffic Level of Service and Performance Standards. The CIP shall include approved projects and an analysis of the costs of the proposed projects as well as a financial plan for providing the improvements.
2. "Comprehensive Phasing Program" (CPP) shall mean a road improvement and financing plan which responds to the level of service requirements in this Element. With regard to road improvements, a CPP must include level of service requirements and take into account measurable traffic impacts on the circulation system.
3. "Critical Movement" shall mean any of the conflicting through or turning movements at an intersection which determine the allocation of green signal time.
4. "Development Phasing Program" shall mean a program which establishes the requirement that building and grading permits shall be approved or issued in a manner that assures implementation of required transportation improvements. The City shall specify the order of improvements and the phasing of dwelling units based, at a minimum, on mitigation measures adopted in conjunction with environmental documentation and other relevant factors.
5. "Deficient Intersection Fund" shall mean a trust fund established to implement necessary improvements to existing intersections which do not meet the Traffic Level of Service Policy.
6. "Deficient Intersection List" shall mean a list of intersections that: 1) do not meet the Traffic Level of Service Policy for reasons that are beyond the control of the City (e.g., ramp metering effects, traffic generated outside the City's jurisdiction, etc.) and; 2) are not brought into compliance with the LOS standard in the most current Seven-Year Capital Improvement Program. Additional intersections may be added by the City to the deficient intersection list only as a result of conditions which are beyond the control of the City.
7. "Growth Management Areas (GMAs)" shall mean subregions of the County established by the Regional Advisory Planning Council to promote inter-jurisdictional coordination in addressing infrastructure concerns and in implementing needed improvements.
8. "Growth Management Element" shall mean the Growth Management Element of the City General Plan as required by the Revised Traffic Improvement and Growth Management Ordinance (Measure M).
9. "Level of Service" is a standard method of describing operating conditions based on comparison of street or intersection volumes to the theoretical capacity of the facility. On city streets, intersections are the critical locations where traffic capacity is most limited. The six Levels of Service, "A" through "F", describe conditions from best to worst, respectively.

10. "Local Transportation Authority" as currently designated by the Board of Supervisors shall mean the Orange County Transportation Authority.
11. All other terms shall be as defined in the City zoning code or the Circulation Element of La Habra's General Plan 2020 as of the date of adoption of this Element.

E. Implementation Process

While this GM Element provides a significant resource document for future growth management efforts, it is not the final action necessary to establish a comprehensive Growth Management Program for the City. Rather, the intent of the GM Element is to establish the basic policy framework in the General Plan for future implementing actions and programs.

A significant implementation work effort is required in order to accomplish the established goals and objectives of the GM Element. It is also recognized that a transitional period will exist between adoption of the GM Element and the subsequent development and approval of the implementing programs, such as the Development Phasing Program, which would balance building permit issuance with transportation improvements. The Element contains specific policies and presents programs for implementation that are responsive to Measure M requirements.

Privately initiated land use element amendments, zone changes and other discretionary projects considered after adoption of the Element will be specifically reviewed for consistency with the GM Element policies. A significant effort in the transportation planning process will be undertaken by the City in its involvement in the growth management areas (GMAs) established by the Regional Advisory Planning Committee. The purpose of the GMAs is to enable local jurisdictions to focus their mutual concerns, coordinate improvements and implement those improvements through the interjurisdictional (GMA) process. La Habra is located in GMA #1 which consists of seven cities, including Anaheim, Brea, Buena Park, Fullerton, La Habra, Placentia, and Yorba Linda and the County of Orange as shown in Exhibit A. City staff will work with the staff from other cities represented in GMA #1 to address the transportation issues identified by mutual consensus of the representatives from each city.

F. Related Plans and Programs

Many federal, state, regional, and Orange County plans and laws affect growth management in the City. Broadly, they include the Orange County Growth Management Plan, the Southern California Association of Governments (SCAG) Growth Management Plan, South Coast Air Quality Management Plan (AQMP), State Assembly Bill 471 (Proposition 111 - Congestion Management), and Measure M (Orange County). Of all of these measures, Measure M will have the most direct and significant impact upon the City's Growth Management Plan. Each of these plans and/or systems is described below.

Orange County Growth Management Plan Element

The stated purpose of the Orange County Growth Management Plan Element is to ensure that the planning, management, and implementation of traffic improvements and public facilities are adequate to meet the current and projected needs of Orange County. The Plan sets forth goals, objectives, policies, and implementation programs for growth management. The goals of the Plan are summarized as follows:

"...to reduce traffic congestion, ensure that adequate transportation facilities, public facilities, equipment and service are provided for existing and future residents and to protect the natural environment of Orange County."

The Plan establishes the following five major policies:

1. Development Phasing: Development will be phased according to Comprehensive Phasing Plans (CPPs) adopted by the County. Phasing will be linked to roadway and public facility capacities.
2. Balanced Community Development: Development will be balanced to encourage employment of local residents and both employment and employee housing, in the County generally as well as in individual Growth Management Areas (GMAs).
3. Traffic Level of Service: This policy requires development project sponsors to make improvements to intersections significantly impacted by the "projects". A Level of Service "D" must be attained at affected intersections. A "significant impact" is generally defined in terms of increases in intersection capacity utilization and levels of service. The policy also establishes a Deficient Intersections List and establishes a developer fee program to pay for improving affected intersections on a pro-rata basis.
4. Traffic Improvement Programs: The Plan provides for the establishment of comprehensive traffic improvement program to ensure that all new development provides necessary transportation facilities and intersection improvements as a condition of development approval.
5. Public Facility Plans: The Plan requires comprehensive public facility plans for fire, sheriff / police, and library services. New development shall participate on a pro-rata basis.

To implement its policies, the Plan sets forth four implementation programs. These include the following:

1. Growth Management Areas (GMAs): The Plan calls for the establishment of Growth Management Areas in order to implement the Comprehensive Phasing Plans.
2. Facility Implementation Plans (FIPs): These plans address the financing of transportation, police/sheriff, fire, library facilities and flood control for each GMA in accordance with the goals, objectives and policies of the Growth Management Plan Element.
3. Countywide Implementation of Growth Management Plan: This involves an annual evaluation of compliance with development phasing, planned roadway and/or public facility development, and maintenance of service levels.
4. Traffic Improvement/Public Facility Development Agreements: This program requires that any public service or traffic improvements implemented through Development Agreements must be consistent with the overall Orange County Growth Management Plan.

The Orange County Growth Management Plan Element further provides that additional implementation programs may be developed as deemed necessary by the County.

SCAG Growth Management Plan

The SCAG Growth Management Plan recommends ways to redirect the region's growth in order to minimize congestion and better protect the environment. While SCAG has no authority to mandate implementation of its Growth Management Plan, some of the Plan's principal goals (such as improved jobs/housing balance) are being implemented through the South Coast Air Quality Management Plan (AQMP) which the South Coast Air Quality Management District does have the authority to implement.

South Coast Air Quality Management Plan

The South Coast Air Quality Management Plan mandates a variety of measures to reduce traffic congestion and improve air quality, including the Regulation XV Commuter Program which requires employers of more than 100 persons to prepare trip reduction plans, and the requirement that each jurisdiction address Air Quality issues within its general plan. These and other measures are to be implemented gradually over several years. The City is subject to a variety of land use and transportation control measures as part of AQMP requirements for local jurisdictions.

Assembly Bill 471 (Proposition 111)

Assembly Bill (AB) 471, as subsequently modified by Assembly Bill 1791, requires every urbanized city and county with a population of 50,000 or more, to adopt a Congestion Management Plan (CMP) to reduce traffic congestion. A city or county which does not comply with the CMP requirement will lose gasoline sales tax revenues to which it would otherwise be entitled. La Habra has completed a CMP for its 1991 submittal, and will continue to work with the County on annual updates to the CMP.

The CMP requirements include traffic level of service (LOS) standards, a trip reduction program, and a seven-year capital improvements program for traffic and transit. Many of the AB 471 requirements are the same or similar to the requirements of Measure M (discussed below). The County has attempted to reconcile overlapping requirements through the Measure M implementation guidelines. (See Countywide Growth Management Program Revised Traffic Improvement and Growth Management Ordinance Implementation Manual).

Measure M

Orange County voters approved a measure (Measure M) in 1990 to allocate additional funds to provide needed transportation facilities in Orange County. Measure M specifically authorized a half cent retail sales tax increase for a period of 20 years effective April 1, 1991. The monies received from Measure M will be returned to local jurisdictions for use on local and regional transportation improvements and maintenance projects. The tax is estimated to raise approximately \$13.1 billion Countywide over the 20 years. The County of Orange is divided into eleven (11) GMA's and the City of La Habra is currently contained within GMA #1 along with cities or portions of Anaheim, Brea, Buena Park, Fullerton, Placentia, Yorba Linda, and the County of Orange. The estimated average annual allocation for GMA #1 is approximately \$721,083 (Exhibit B). In order to qualify for these revenues, however, Measure M requires each City to comply with the Orange County Division, League of

California Cities - Countywide Traffic Improvement and Growth Management Program which was included by reference in the Measure M ordinance. The Countywide Growth Management Program is designed to achieve a cooperative process among local Orange County jurisdictions to coordinate and implement traffic improvements and stronger planning on a Countywide basis.

In order to receive its allocation of Measure M funds, the City must submit a statement of compliance with the growth management components which are summarized as follows:

Adoption of a growth management element that includes:

- Traffic Level of Service (LOS) standards
- Development mitigation program
- Development phasing and annual monitoring program

Participation in interjurisdictional planning forums

Development of a 7-year Capital Improvement Program

Address housing options and job opportunities

Adoption of a Transportation Demand Management Ordinance

G. Planned Transportation Improvements

As the City of La Habra and the entire southern California region continues to grow, additional demands will be placed on the transportation network within the City. The following major transportation programs and projects have been identified from previous plans and projects as part of the La Habra General Plan 2020 to help alleviate future traffic congestion:

- Cooperation of circulation system improvements in the Imperial Highway Superstreet and Beach Boulevard Superstreet Projects,
- Construction of recommended transportation improvements identified within the Delta One Redevelopment Project Area as available funding permits,
- Construction of recommended transportation improvements identified from the La Habra Boulevard Specific Plan and the La Habra Hills Specific Plan projects,
- Coordination of circulation improvements with adjacent cities,
- Promotion of increased ridership through alternate means of travel such as expansion of public transit routes and increased participation in transportation demand management (TDM) programs; and
- Efficient utilization of existing roadway capacity through Transportation System Management (TSM) strategies.

II. GROWTH MANAGEMENT ISSUES, NEEDS, OPPORTUNITIES, AND CONSTRAINTS

The City of La Habra is part of a large metropolitan region. During the last decade or so, the pace of new development in this region has begun to outstrip the ability of infrastructure to adequately support that development. The Growth Management Element addresses primarily the issues associated with rapid growth, traffic congestion, and transportation facilities.

A. Traffic Congestion

Although a regional freeway does not exist in the City of La Habra, traffic congestion does remain a concern because of the several regionally significant arterials that interconnect between Orange and Los Angeles Counties that pass through La Habra. High volume, lack of a regional freeway, and the unique geographical location of La Habra bordered by hillsides to the north and to the south has contributed to worsening traffic conditions along these arterials. In particular, heavy traffic volumes in La Habra exist along Imperial Highway between Beach Boulevard and Harbor Boulevard, along Whittier Boulevard between Beach Boulevard and Harbor Boulevard, and along Lambert Road between Beach Boulevard and Palm Street. The majority of these trips are considered through traffic which does not begin nor end in La Habra. However, despite the rather developed and urban condition that surrounds La Habra and its adjacent cities in the Northwest region of Orange County, growth and development has continued largely through redevelopment and infill development throughout the region.

Since 1980, La Habra has seen increasing redevelopment along Imperial Highway. During that period, traffic volumes has increased by 34 percent. Despite the increasing intensity of development along Imperial Highway, the increase in traffic volumes and the worsening travel conditions cannot be attributed solely to such increased development activity. Imperial Highway is one of several arterials in La Habra that serves a significant amount of through traffic in the city as increasing growth and development occur in surrounding communities of Orange and Los Angeles Counties.

A significant portion of this growth will result in increased

Table 1

GROWTH MANAGEMENT FORECAST* NORTHWEST ORANGE COUNTY SUBREGION

	1984	2010	GROWTH 84-2010
POPULATION	1,425,200	1,670,900	245,700
HOUSING	506,000	634,300	128,300
EMPLOYMENT	680,200	1,136,400	456,200
JOBS/HOUSING RATIOS	1.34	1.79	3.56

* Based on SCAG's subregional GMA-1 (No Action Alternative) Baseline Projection of population, housing, and employment.

traffic generation that will neither end nor begin in La Habra. The Southern California Association of Governments' Projection '89 for 1984 to 2010 in Table 1 shows a 67 percent increase in employment in the Northwest Orange Subregion (Exhibit C) and a 25 percent increase in the residential development to the region. Despite these projections, La Habra is considered relatively job-poor and housing-rich in comparison to surrounding

communities located within the Northwest Orange Subregion. From the highly urbanized subregions monitored by SCAG which includes the Northwest Orange Subregion, Table 2 shows the percentage share of the subregional population and employment growth between 1984 and 2010 increased 32 percent and 57 percent, respectively. With increasing congestion on La Habra's regionally significant arterials, the need for adequate transportation facilities will become an increasing concern as traffic conditions worsen and deficient locations result.

**Table 2
GROWTH MANAGEMENT FORECAST
HIGHLY URBANIZED SUBREGIONS***

	1984	2010	GROWTH 84-2010
POPULATION	9,019,300	10,913,800	1,894,500
HOUSING	4,663,200	6,378,400	1,715,200
EMPLOYMENT	3,331,800	4,187,300	855,500
JOBS/HOUSING RATIOS	1.39	1.52	0.50

* Based on SCAG's subregional GMA-1 (No Action Alternative) Baseline Projection of population, housing, and employment.

1. Traffic Level of Service

Maintaining acceptable traffic operating conditions is a major goal of the La Habra General Plan. Level of Service D is the standard for La Habra's arterial roads and intersections under the sole control of the City. As several arterials with a state highways designation exist in La Habra, intersections along these arterials are exempt from LOS "D", as these intersections are not under the sole control of the City (Exhibit D). Table 3 lists the intersections which are exempt from the LOS "D" standard. As stated in the Countywide Growth Management Plan component of the ordinance, the traffic level of service policy is as follows, "The general target standard for each jurisdiction should be LOS (D) for intersections, but it is recognized that jurisdictions may establish a lower LOS standard for certain intersections in urbanized areas." However, intersections may be considered exempt, if the following conditions apply as stated in the traffic level of service policy section of the Model Growth Management Element and approved by the Regional Advisory Planning Council (RAPC) in April 1991 which follows: "Intersections exempt from the (traffic level of service requirements) include facilities under the jurisdiction of another City/County or the State or those included on the Deficient Intersection List established pursuant to this Element." Some of the intersections would be at LOS "D" or better without accounting for through traffic.

For many of La Habra's streets and intersections, a Level of Service D or better is achieved. With significant out of town traffic and increased subregional development activity, several intersections have shown increasing strain

and are identified to operate near a Level of Service E capacity during the AM or PM peak hours. Those intersections include the following:

- Beach Boulevard/Imperial Highway
- Imperial Highway/Harbor Boulevard
- La Habra Boulevard/Harbor Boulevard
- Whittier Boulevard/Harbor Boulevard

In the future, as increasing traffic from adjacent communities or reasons beyond the control of the City results in deficient intersections, such impacted intersections will be considered for listing on the Deficient Intersection List. Subsequently, the City may consider establishing a Deficient Intersection Fund Fee on all development contributing measurable impacts to intersections on the Deficient Intersection List. This fee, if determined necessary, shall be approved by the jurisdictions in GMA and locally administered as part of the City's Capital Improvement Program.

As increasing development continues to impact the transportation system, efforts to monitor future land use developments in La Habra and adjacent communities will become increasingly important to maintain the prosperity and a quality of life enjoyed by La Habra residents. For purposes of providing and ensuring a safe and efficient transportation system, the City will require new development to mitigate its impacts on La Habra's transportation system and monitor new developments along roadways that operate below a Level of Service "C". Additionally, the City of La Habra will continue to actively participate in the Interjurisdictional Planning Forums established as growth management areas to develop area wide solutions to regional transportation needs.

2. Congestion Management Program

With the passage of the gas tax increase (Proposition 111) in June 1990, came a requirement that each urbanized area in the state with a population of 50,000 or more adopt a Congestion Management Program (CMP). The ultimate goals of the Congestion Management Program are to reduce traffic congestion and to provide a mechanism for coordinating land use and development decisions.

The preparation and adoption of the CMP for Orange County is the responsibility of the Orange County Transportation Authority (OCTA) which represents the CMP Lead Agency for Orange County. As the countywide CMP is a composite of local agency submittals, each local jurisdiction must address and submit local CMP data concerning such CMP components as land use coordination, transportation demand management (TDM), level of service

Table 3
EXEMPT INTERSECTIONS
State Highways

Whittier Boulevard

Whittier Boulevard/Macy Street
Whittier Boulevard/Beach Boulevard
Whittier Boulevard/Hacienda Road
Whittier Boulevard/Idaho Street
Whittier Boulevard/Monte Vista Street
Whittier Boulevard/Walnut Street
Whittier Boulevard/Euclid Street
Whittier Boulevard/Cypress Street
Whittier Boulevard/Harbor Boulevard

Beach Boulevard

Beach Boulevard/Whittier Boulevard
Beach Boulevard/La Habra Boulevard
Beach Boulevard/Lambert Road
Beach Boulevard/Imperial Highway

Imperial Highway

Imperial Highway/Beach Boulevard
Imperial Highway/Idaho Street
Imperial Highway/Walnut Street
Imperial Highway/Euclid Street
Imperial Highway/Cypress Street
Imperial Highway/Harbor Boulevard

(LOS), LOS deficiency plans, capital improvement program, and annual monitoring and conformance. These components and the remaining component issues of transit service standards and transportation modeling addressed by OCTA and the County of Orange, respectively, are summarized as the following:

Land Use Coordination - This component is designed to establish a process to evaluate the impacts of proposed local land use decisions on the transportation system, including an estimate of the costs associated with mitigating those impacts.

Transportation Demand Management (TDM) - This component describes programs to promote alternatives to driving alone. This includes such things as carpools, vanpools, transit, bicycles and park-and-ride lots, and other strategies, including flexible work hours and parking management. Transit Service Standards - This component describes the transit coordination process, and identifies the frequency and routing of public transit, and for the coordination of transit service provided by the separate operators in Orange County.

Level of Service (LOS) - This component sets forth the adopted CMP Highway System and Level of Service Standard against which annual conformance will be evaluated. (Although certain intersections are considered exempt from LOS "D" standard for Measure M requirements, the Congestion Management Program (CMP) requires that a LOS standard be set at "E" or at the existing LOS, whichever is further from LOS "A" for any intersection or roadway segment on the CMP Highway System. The CMP Highway System includes Super Streets, State Highways, and Freeways-Super Streets Signalized Interchanges. La Habra has three intersections designated on the CMP Highway System. These intersections include:

- Beach Boulevard (SR39)/Imperial Highway (SR90 - Caltrans)
- Beach Boulevard (SR39)/Whittier Boulevard (SR90 - Caltrans)
- Imperial Highway (SR90)/Harbor Boulevard (Multiple Agency Controlled)

LOS Deficiency Plans - For those roads or intersections that do not meet LOS standards, this component identifies the cause of congestion, the improvements needed to solve the problem, and the cost and timing of the proposed improvements. (For CMP purposes, a deficient location exists when intersections/links on the CMPHS exceeds LOS "E" or the baseline level, if below E. Factors contributing to a deficiency such as inter-regional trips; construction, rehabilitation, or maintenance of facilities that impact the system; freeway ramp metering; traffic signal coordination; or trip originating from outside the county are excluded from determination of conformance with the level of service standards. If deficiency exists after adjustment for allowed exemptions, a deficiency plan must be prepared and adopted which addresses the following:

- (A) An analysis of the causes of the deficiency.
- (B) A list of improvements necessary to maintain the minimum LOS standards on the CMPHS and the estimated costs of the improvements.
- (C) A list of improvements, programs, or actions, and estimates of their costs, that will improve LOS on the CMPHS and improve air quality.
- (D) An action plan and implementation schedule.)

Capital Improvement Program - This component describes the CIP process and includes the comprehensive draft 7-year CIP. Projects included in the CIP are those which maintain and/or improve traffic conditions on the CMP Highway System or adjacent facilities which benefit the CMP Highway System.

Annual Monitoring and Conformance - This component describes the checklist monitoring process to be used each year in evaluating local CMP compliance.

Transportation Modeling - This component describes the development of a uniform data base on traffic impacts for use in the countywide transportation computer model. This component also includes provision for ensuring consistency in data input and modeling efforts for local jurisdictions to determine the quantitative impacts of development on the circulation system.

After the components are assembled from all local agencies and submitted as one document: the Orange County CMP by OCTA, the Southern California Association of Governments (SCAG) reviews the document for finding of consistency with the funding program requirements. Once SCAG issues its finding of consistency, local agencies are eligible to receive available CMP monies. For further information and discussion on CMP issues, please refer to previous section (I.F., "Related Plans and Programs") under "Assembly Bill 471 (Proposition 111)" or the Circulation Component (Section III) under "State Congestion Management Program."

3. Transportation Demand Management

Because of rapid growth and development, additional street facilities were often necessary to mitigate the impacts of increasing growth. As communities become more urban, transportation improvements may prove more difficult as the total improvement cost would include right-of-way acquisition which would account for the majority of the improvement cost alone. Thus, efforts to reduce traffic congestion has also promoted measures to increase utilization of existing and proposed facilities through Transportation Demand Management programs such as car pooling, van pooling, flex hours, and transit incentives. The City of La Habra has adopted such practices for Regulation XV compliance which requires employers in excess of 100 employees to implement TDM programs. The City program includes parking management, car pooling, telecommuting, bicycling facilities, and rideshare incentives to achieve the 1.5 average vehicle ridership (AVR) to comply with Regulation XV requirements. Other TDM efforts include the recently adopted TDM ordinance which applies to all future commercial development projects which would generate in excess of 100 employees to incorporate TDM facilities in their development proposals. Although TDM compliance efforts are applied to only new commercial developments, the City shall aid existing businesses who volunteer to participate in TDM programs.

Adoption of an Air Quality Element has also emphasized the importance of promoting and expanding TDM programs in its efforts to improve air quality as well as relieve traffic congestion. Implementation of transportation control measures (TCMs) in the Air Quality Element address efforts in trip reduction, mobile source emissions, and traffic flow improvements. Beyond compliance with Regulation XV requirements and promotion of TDM programs for new commercial developments, other city efforts to reduce vehicle trips include home occupation, mixed-use developments, and the availability of pedestrian and bicycle routes throughout the City. For further discussion regarding these programs and its impact on air quality, please refer to the Air Quality Element of the General Plan.

B. Adequate Transportation Facilities

As growth continues within the region, increasing demand will increasingly strain the existing roadway capacity of La Habra's streets and roads. Adequate transportation facilities are necessary to maintain a free flow of traffic and alleviate the increasing congestion on La Habra's street system. With the City 98 percent built out, future growth and traffic impacts will likely be the result of through traffic from increasing development occurring in adjacent cities. Largely in response to this situation, Orange County voters approved a measure (Measure M) in 1990 to allocate additional funds to provide needed transportation facilities. For cities considered to be mature and developed such as La Habra, this additional source of revenue will help to provide the funding for facilities needed to alleviate traffic congestion given little development funding is available to provide the necessary improvements.

To become eligible to receive local turnback funds from sales tax revenues collected for Measure M purposes, local agencies must prepare, adopt, and implement the following programs:

1. Development Mitigation

The City's development mitigation program has been established as a process in which all new development pays its share of the costs associated with that development. Participation in development mitigation shall be required of all new development projects. Development mitigation requirements are identified in the project review and approval process. Development mitigation will also be coordinated through interjurisdictional forums as appropriate to determine fees for growth management areas where improvements are necessary to benefit an area larger than the development site and/or extending outside of the City's boundaries.

2. Development Phasing

A development phasing plan is required for all new development projects. The City's development phasing program is established to ensure that mitigation requirements are satisfied as development proceeds so that balance between public facilities and demand continues. The phasing program for new developments shall provide a reasonable lead time to design and construct specific transportation improvements for approved development projects. The City will establish a three year time frame as a guideline for the design and construction of required transportation improvements. The three year time frame shall be from the issuance of the first building permit for the project. The time frame for completion of project related improvements shall be incorporated into the phasing program for project approvals in conformance with current City procedures.

3. Annual Monitoring

The City's annual performance monitoring program is intended to provide an annual evaluation of its development phasing plans. This program will review and evaluate the implementation of phasing plans which reflect conditions of approval for traffic improvements required as mitigation measures for the project. The monitoring program is intended to ensure that road improvements or funding were actually provided as required in order to determine whether development may continue. If the improvements or funding required have not been provided, development shall be deferred until compliance with the provisions of this program are achieved.

The monitoring program shall include an annual review of new development projects until all required improvements have been constructed. Traffic related mitigation requirements such as traffic demand management programs shall be continued in conformance with the provisions of project approved programs.

C. Interjurisdictional Coordination/Cooperation

Traffic congestion in La Habra is rapidly becoming a regional as well as a local problem. The development which occurs in neighboring jurisdictions and throughout the County has effects upon many of the major arterials that traverse the City of La Habra. Thus, the City cannot fully address growth management issues in isolation from other jurisdictions. The City currently does not have any interjurisdictional agreements with adjacent cities. However, an opportunity to discuss mutual traffic issues and coordinate regional transportation improvements is pursued by participating cities at interjurisdictional forums as part of Measure M's Growth Management Areas. Of the eleven growth management areas countywide, La Habra is located within GMA #1 among cities of Anaheim, Brea, Buena Park, Fullerton, Placentia, Yorba Linda, and the County of Orange (Exhibit A). Each year, a priority list of projects, reached by consensus from participating cities, shall be submitted to the Orange County Local Transportation Authority for funding approval. The interjurisdictional forum will convene on a quarterly basis to address transportation issues of mutual concern to representatives from each city. Such efforts demonstrate the need to provide a safe and efficient transportation system that would balance the future land use and transportation needs within the City of La Habra as well as participate in the broader transportation impact mitigation for the region.

The City currently participates in the North Orange County Interjurisdictional Forum, which was established in accordance with the growth Management areas adopted by the RAPC. In addition, the City has also routinely participated with an informal interjurisdictional cooperative with Los Angeles County cities of La Mirada, Whittier, and La Habra Heights. These planning forums are intended to address regional issues such as cumulative traffic impacts and to coordinate improvements in transportation facilities.

D. Jobs/Housing Balance

One of the major causes of traffic congestion is land use patterns that hinder the ability of people to live and work in the same area. Long commutes can overburden traffic infrastructure and diminish quality of life. Creating communities where people can both live and work in relatively close proximity shortens commutes and encourages the use of alternative forms of transportation to and from employment. The long term effects of these efforts would improve our air quality, lessen infrastructure needs, and reduce traffic congestion. Such goals are seen in the Southern California Association of Governments' (SCAG) efforts to implement a Regional Growth Management Plan (GMP) that would create a better balance of future jobs and housing within subregional areas. For the City of La Habra, the Northwest Orange County subregion is considered balanced as most of the growth in this area is due to infill, redevelopment, and recycling. This subregion will remain balanced despite Orange County Projections (OCP-88) forecasts that employment will increase considerably more than housing in this area over the next 20 years. For the future, the expected growth in housing is discussed in the Regional Housing Needs Assessment contained within the Housing Element of the General Plan.

III. GOALS AND POLICIES

GOALS

- G-A Support regional transportation and growth management plans to conserve energy and improve air quality as appropriate and beneficial to the public welfare of the city and adjacent communities.
- G-B Promote alternate modes of transportation and overall system efficiency by maximizing use of existing transportation networks and developing new modes.
- G-C Promote convenient and effective alternatives to single occupant vehicles to reduce traffic congestion, conserve energy, and contribute to clean air.
- G-D To support a local arterial highway network which compliments the countywide roadway component to achieve a balanced transportation system.
- G-E Reduce traffic congestion.
- G-F Ensure that adequate transportation and public facilities are provided for existing and future residents of the city. These goals shall be accomplished through implementation of the policies and programs set forth in this element.

POLICIES

LEVEL OF SERVICE (LOS)

- G-1 Level of Service: For health, safety and general welfare, provide adequate levels of traffic service throughout the City consistent with Land Use goals and policies. The following LOS shall be maintained for intersections under the sole control of the City. Intersections exempt from the following LOS standards include those facilities located under the jurisdiction of another City or the State or those included on the Deficient Intersection List established by a GMA in which the City participates.

Achievement of the adopted levels of service standard and implementation of exacted transportation improvements shall take into consideration extraordinary transportation circumstances which may impact identified intersections and/or timing of the required improvements. An example of an extraordinary circumstance would be when arterial roadways serve as substitute freeway access (thus impacting LOS performance) while planning and construction of additional freeway improvements are underway.

Level of Service (LOS) will be measured by the Traffic Level of Service Implementation Manual established by the Local Transportation Authority.

- a. State Highways. Intersections along State Highways are considered exempt from the Level of Service "D" as listed below:
- o Beach Boulevard (SR39)/Imperial Highway (SR90 - Caltrans)
 - o Beach Boulevard (SR39)/Whittier Boulevard (SR72 - Caltrans)
 - o Beach Boulevard (SR39)/La Habra Boulevard
 - o Beach Boulevard (SR39)/Lambert Road
 - o Imperial Highway (SR90)/Harbor Boulevard (Multiple Agency Controlled)
 - o Imperial Highway (SR90)/Cypress Street
 - o Imperial Highway (SR90)/Euclid Street
 - o Imperial Highway (SR90)/Walnut Street
 - o Imperial Highway (SR90)/Idaho Street
 - o Whittier Boulevard (SR72)/Harbor Boulevard
 - o Whittier Boulevard (SR72)/Cypress Street
 - o Whittier Boulevard (SR72)/Euclid Street
 - o Whittier Boulevard (SR72)/Walnut Street
 - o Whittier Boulevard (SR72)/Monte Vista Street
 - o Whittier Boulevard (SR72)/Idaho Street
 - o Whittier Boulevard (SR72)/Hacienda Street
 - o Whittier Boulevard (SR72)/Macy Street
- b. Other Roads. Level of Service "D" or better shall be maintained on remaining local arterial streets and intersections.
- G-2 Deficient Intersection List. All development contributing measurable impacts to intersections on the Deficient Intersection List be assessed a mitigation fee. This fee will be determined by the jurisdictions in the GMA and locally administered as part of the City's Capital Improvement Program.
- G-3 New Development. To establish traffic performance standards for new development to ensure that current levels of service are maintained or improved. In order to achieve LOS "D", it shall be the City's policy that within three years of the issuance of the first building permit for a development project, the necessary improvements to the transportation facilities identified as adversely impacted, shall be completed.

DEVELOPMENT MITIGATION

- G-4 Development Mitigation. All new development pay its share of the costs associated with that development including regional traffic mitigation.
- G-5 Traffic Impact Mitigation Fee. Impose a traffic impact mitigation fee for improvements within its boundaries and to work with other jurisdictions through Inter-Jurisdictional Planning Forums to determine minimally acceptable impact fee levels for application with the GMAs.
- G-6 Developer Funding. New Measure M sales tax revenues shall not be used to replace private developer funding which has been committed for any project or normal subdivision obligations.

- G-7 Deficient Intersection Fund. A Deficient Intersection Fund shall be established by the City to make improvements on those intersections identified by the GMA as necessary to achieve the LOS standard established in this Element.

DEVELOPMENT PHASING

- G-8 Development Phasing Program. Development shall be phased in accordance with any applicable Development Phasing Program (DPP) adopted by the City.
- G-9 Development Phasing. Such DPPs shall include development phasing plans which establish both a phasing allocation of development commensurate with roadway capacities and an overall build-out development plan which can be supported by implementation of the planned infrastructure system.
- G-10 Development Review. Development phasing for new projects shall be a component of the development review and entitlement process and shall be approved prior to issuance of building and grading permits.

ANNUAL MONITORING

- G-11 Annual Monitoring. The City shall monitor the implementation of the development phasing program for each of its new development projects on an annual basis and prepare a report which indicates the status of development approval and the required traffic improvements and the relationship between them.

JOBS/HOUSING BALANCE

- G-12 Balance of Land Uses. Recognizing the constraints of existing physical development characteristics (La Habra is 99 percent built out), it is the City's policy to strive toward achieving a balance of land uses where by residential, commercial, and public land uses are proportionally balanced.
- G-13 Reduction in Vehicle Miles Traveled. Foster a better balance of jobs and housing and attempt to reduce the length of commuter trips through careful planning.

OTHER ISSUES

- G-14 Transportation Demand Management (TDM). Increase participation in transportation demand management (TDM) programs both in public and private sector and develop a circulation system which facilitates and complements transportation system management programs.
- G-15 Regional Coordination. To cooperate and participate with regional, county, and surrounding cities' efforts to develop an efficient regional transportation system.
- G-16 Interjurisdictional Planning Forums. The City of La Habra shall participate in interjurisdictional planning forums within its established Growth Management Area (GMA) as adopted by the Regional Advisory Planning Council (RAPC).

- G-17 Master Plan of Arterial Highways (MPAH). To implement and maintain a circulation system that is consistent with the County Master Plan of Arterial Highways.
- G-18 Local Needs. To plan, develop, and implement a circulation system that guides development and reflects the local needs of the circulation system.
- G-19 Capital Improvement Program. A seven year capital improvement program shall be adopted and maintained in conformance with the provisions of Measure M for the purpose of maintaining the levels of service established in this Element.
- G-20 Transit Accessibility. Encourage and provide accessibility to everyone including the elderly, handicapped, and transit dependent.

IMPLEMENTATION PROGRAMS

- G-a Growth Management. Develop a Growth Management Plan.
- G-b Interjurisdictional Coordination. Participate in the cooperative planning efforts with local jurisdictions with the City subregion to regional impacts.
- G-c Transportation Control Measures. Support the South Coast Air Quality Management Plan through acceptable transportation modifications.
- G-d Promote Jobs/Housing Balance. Achieve jobs/housing balance by increasing job opportunities.
- G-e Transit Programs. Expand and promote transit opportunities and accessibility by: 1) supporting and participating with OCTD Dial-a-Ride in providing transportation assistance to senior citizens and the handicapped; 2) requiring alternate modes of transportation for new low cost housing and senior citizen development projects; 3) working effectively with the Orange County Transit District and other transit agencies to assess City public transportation needs and to assure delivery of public transportation when and where it is needed; and 4) requiring the adaptation and use of all pedestrian circulation systems by the handicapped persons through the design standards and implementation of projects that recognize their need and increase their access to facilities and services.
- G-f Development Mitigation Program. Require a locally collected and administered traffic mitigation fee to guarantee that new development pays its fair share toward dealing with traffic generated by the new development. Within twelve months of the adoption of this Element, a Development Mitigation Program shall be established to require that all new development pays its share of the costs associated with that development. Participation shall be on a pro-rata basis and be required of all development projects except where an increased level of participation exceeding these requirements is established through negotiated legal mechanisms. The Program will be coordinated through Inter-Jurisdictional Planning Forums in order to determine minimally acceptable impact fees for application within GMAs. The City may elect to use existing traffic mitigation fee programs to receive credit with regard to the GMA base level fee.
- G-g Development Phasing Program. Implement a development phasing program to ensure that level of

service is maintained as new development comes on line. Within twelve months of the adoption of this Element, the City shall provide a Development Phasing Program (DPP). The DPP shall contain a development phasing component to ensure that infrastructure is added as development proceeds so that the provision of road improvements is in balance with demand. The Program shall provide reasonable lead time to design and construct specific transportation improvements.

- G-h Performance Monitoring Program. Within twelve months of the adoption of this Element, a Performance Monitoring Program shall be established to provide an annual evaluation of compliance with development phasing allocations established pursuant to Section II.B.2. of this Element. This program will also ensure that road improvements or funding are actually provided in order for development to continue. If the improvements/funding are not provided, development shall be deferred until compliance with the provisions of this program are achieved. In addition, the Performance Monitoring Program will provide an annual evaluation of the maintenance of transportation service levels. Annual traffic reports provided under this Program shall utilize data collected within three (3) months of preparation of the report but not within the time period of June through August and November 15 through January 5. In the event that the Performance Monitoring Program identifies one or more service level deficiencies, measures shall be implemented to correct identified deficiencies.
- G-i Monitor Development Impacts. Monitor new development along roadway links that operate below Level of Service "C".
- G-j Bicycle Parking Allocation. Require that a percentage of required parking spaces in new developments be set aside for bicycles.
- G-k Expansion of Bicycle Route System. Maintain and extend where and when feasible, the bicycle systems which exist throughout the City.
- G-l Capital Improvement Program. Adopt and maintain a seven year capital improvement program in conformance with the provisions of Measure M for the purpose of maintaining the levels of service established in this Element.
- G-m TDM Program. In conjunction with employers, the City shall continue to implement a transportation demand management program designed to:
- a. Provide assistance to local businesses interested in developing transportation management systems.
 - b. Promote and encourage ridesharing activities, including such programs as preferential parking, park and ride lots, in-vehicle driver information, operation improvements, flexible working hours, and other traffic reduction strategies.
 - c. Promote traffic reduction strategies through the measures adopted by ordinance in its Transportation Demand Management Plan.

EXHIBIT A

- G-n MPAH Consistency. Develop a local master plan of arterial highways consistent with the Orange County Master Plan of Arterial Highways.
- G-o Community Development Programs. Implement the programs of the La Habra General Plan 2020 Community Development Plan.

Growth Management Areas
Orange County, California



The first part of the report is a general introduction to the project. It describes the purpose of the study and the objectives of the research. It also provides a brief overview of the methodology used in the study.

The second part of the report is a detailed description of the methodology used in the study. It includes a description of the data collection methods, the data analysis methods, and the statistical tests used.

The third part of the report is a detailed description of the results of the study. It includes a description of the data, the results of the data analysis, and the results of the statistical tests. It also includes a discussion of the implications of the results for the field of study.

The fourth part of the report is a conclusion. It summarizes the findings of the study and provides a final statement on the implications of the results.

The fifth part of the report is a bibliography. It lists the sources of information used in the study.

The sixth part of the report is an appendix. It contains additional information that is not included in the main body of the report.

The seventh part of the report is a list of figures. It provides a brief description of each figure and its location in the report.

The eighth part of the report is a list of tables. It provides a brief description of each table and its location in the report.

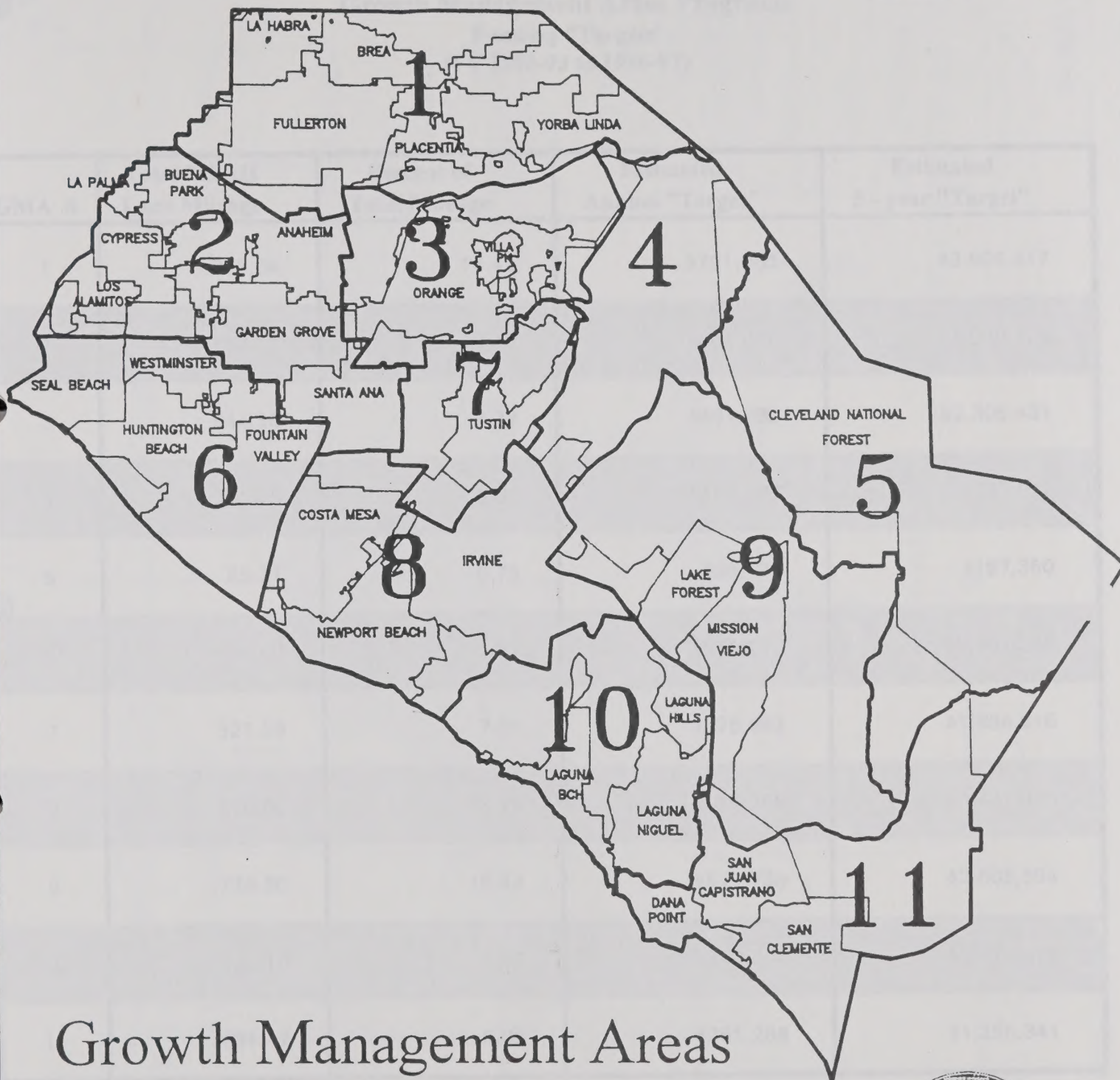
The ninth part of the report is a list of references. It lists the sources of information used in the study.

The tenth part of the report is a list of appendices. It lists the additional information that is not included in the main body of the report.

The eleventh part of the report is a list of figures. It provides a brief description of each figure and its location in the report.

The twelfth part of the report is a list of tables. It provides a brief description of each table and its location in the report.

EXHIBIT A



Growth Management Areas

Orange County, California



Source: Orange County Environmental Management Agency

City of La Habra
Planning Department



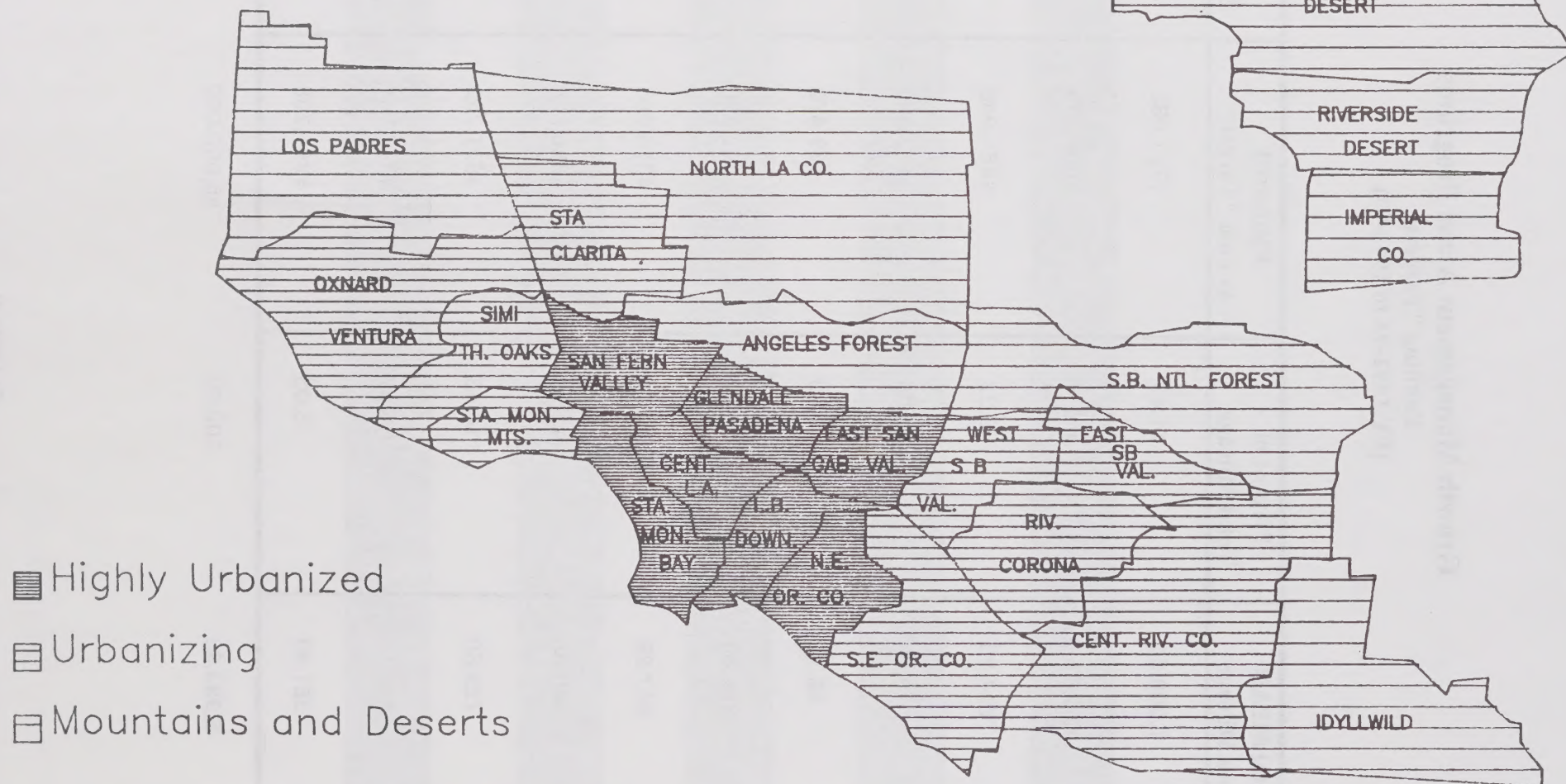
Growth Management Areas Orange County, California



Growth Management Areas Programs
Funding "Targets"
(FY 1992-93 to 1996-97)

GMA #	Total MPAH Lane Mileage	Percent of Total Mileage	Estimated Annual "Target"	Estimated 5 - year "Target"
1	1,008.64	14.42	\$721,083	\$3,605,417
2	1,127.54	16.12	\$806,086	\$4,030,429
3	644.96	9.22	\$461,086	\$2,305,431
4	213.15	3.05	\$152,382	\$761,912
5	55.21	0.79	\$39,470	\$197,350
6	895.60	12.81	\$640,270	\$3,201,352
7	527.29	7.54	\$376,963	\$1,884,816
8	960.08	13.73	\$686,368	\$3,431,838
9	729.80	10.43	\$521,739	\$2,608,694
10	480.18	6.87	\$343,284	\$1,716,419
11	351.47	5.03	\$251,268	\$1,256,341
TOTAL	6,993.92	100.00	\$5,000,000	\$24,999,999

SUBREGIONAL AREAS



Source: Southern California Association of Governments (SCAG)

EXHIBIT D

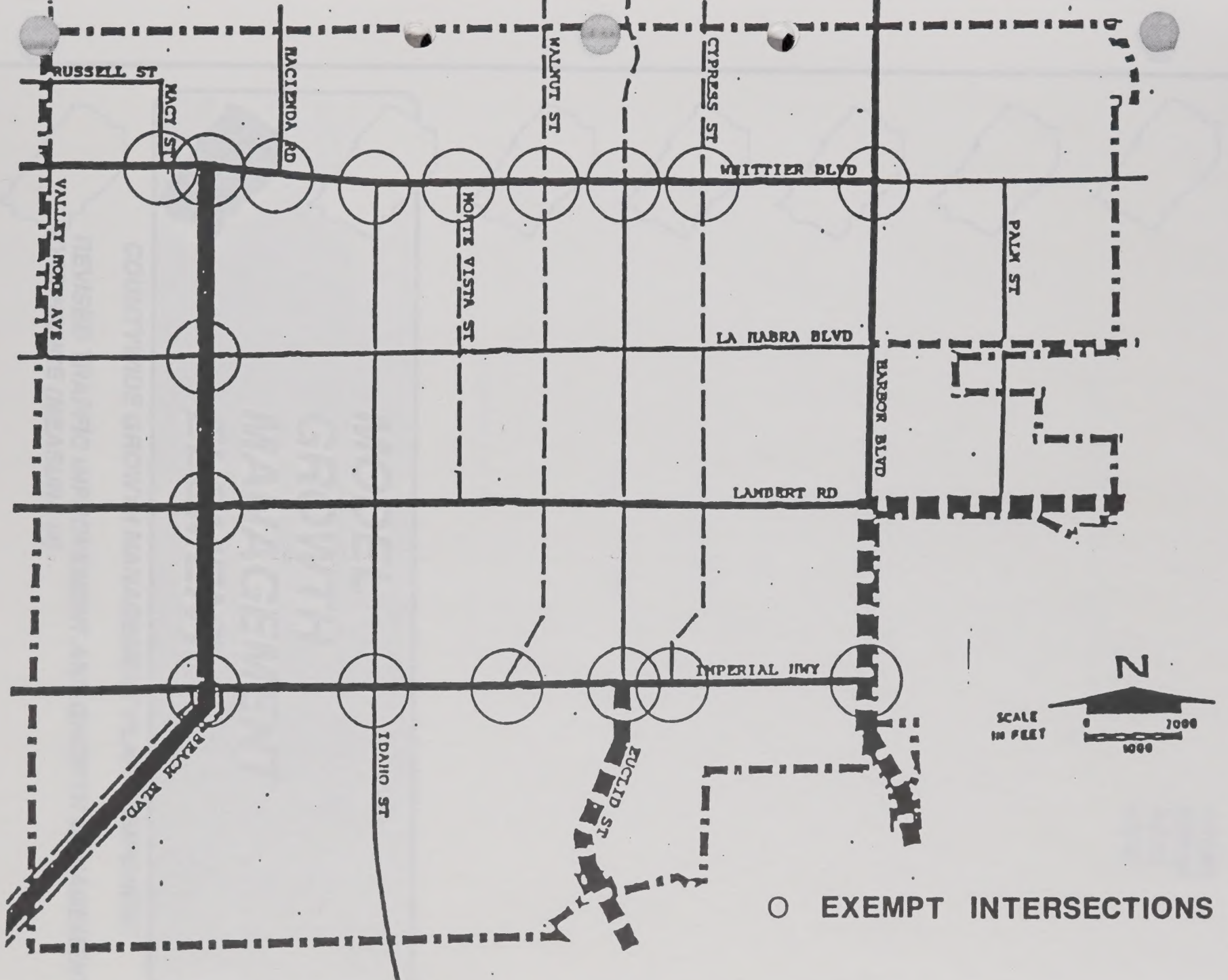


EXHIBIT D



1/10/91
2/27/91
4/4/91
4/5/91



MODEL GROWTH MANAGEMENT ELEMENT

COUNTYWIDE GROWTH MANAGEMENT PLAN COMPONENT



**REVISED TRAFFIC IMPROVEMENT AND GROWTH MANAGEMENT
ORDINANCE (MEASURE M)**

11001
10702
10703
10704



MODEL GROWTH MANAGEMENT ELEMENT

COUNTY-WIDE GROWTH MANAGEMENT PLAN DEVELOPMENT

REVISED THROUGH IMPROVEMENT AND GROWTH MANAGEMENT
CHANGES IN 2004 BY

MODEL GROWTH MANAGEMENT ELEMENT

May __, 1992

THE TOWN OF NEWTON

1891

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1891

PREFACE

One requirement of the Revised Traffic and Growth Management Ordinance (Measure M) approved by Orange County voters on November 6, 1990 is that each jurisdiction adopt a Growth Management Element of its general plan to be eligible to receive new Measure M transportation revenues. The Orange County Division, League of California Cities revised in June 1989 the Countywide Traffic Improvement and Growth Management Program which defines actions necessary of local jurisdictions to comply with Measure M growth management provisions. This Model Element is based on the League's Growth Management Program and recognizes that differences exist between "developed" and "developing" communities. Generally, developing communities need to address a larger range of public services and facilities issues than those communities which are developed. As such, these issues need to be addressed in their Growth Management Element.

The Model Element includes the following provisions:

1. Traffic Level of Service (LOS) standards to implement local jurisdiction service level goals.
2. **Planning standards for various services and facilities (developing communities only).**
3. Development mitigation to ensure that new development pays its share of the costs associated with that growth.
4. A Development Phasing and Monitoring Program to ensure that service goals are achieved.

Note: References in this Model Element to provisions specific to "developing" communities are displayed in **bold type**.

TABLE OF CONTENTS

	<u>Page</u>
A. Statement of Purpose and Intent	GM-1
B. Introduction	GM-2
1. Overview	
2. Consistency with Other General Plan Elements	
3. Implementation Process	
4. Relationship to State and Federal Highway System	
C. Definitions	GM-4
D. Goals and Objectives	GM-6
1. Transportation	
2. Public Facilities	
3. Development Phasing	
E. Policies	GM-7
1. Traffic Level of Service	
2. Public Facilities	
3. Development Mitigation Program	
4. Development Phasing	
F. Implementation Programs	GM-9
1. Development Mitigation Program	
2. Comprehensive Phasing Program	
3. Performance Monitoring Program	
4. Traffic Improvement/Public Facilities Development Agreements	
5. Additional Implementation Programs	
Appendices	
A. Optional Growth Management Element Components	GM-A-1
B. Consistency with Other General Plan Elements	GM-B-1
C. Optional Discussion of the Relationship of GM Element to State and Federal Highway System	GM-C-1

TABLE OF CONTENTS

1-1	1. Statement of Purpose and Intent
1-2	2. Introduction
1-3	3. Description of the Project
1-4	4. Objectives and Scope
1-5	5. Methodology
1-6	6. Results and Discussion
1-7	7. Conclusions
1-8	8. References
1-9	9. Appendix
1-10	10. Glossary
1-11	11. Bibliography
1-12	12. Index
1-13	13. List of Figures
1-14	14. List of Tables
1-15	15. List of Abbreviations
1-16	16. List of Symbols
1-17	17. List of Equations
1-18	18. List of Figures
1-19	19. List of Tables
1-20	20. List of Abbreviations
1-21	21. List of Symbols
1-22	22. List of Equations
1-23	23. List of Figures
1-24	24. List of Tables
1-25	25. List of Abbreviations
1-26	26. List of Symbols
1-27	27. List of Equations
1-28	28. List of Figures
1-29	29. List of Tables
1-30	30. List of Abbreviations
1-31	31. List of Symbols
1-32	32. List of Equations
1-33	33. List of Figures
1-34	34. List of Tables
1-35	35. List of Abbreviations
1-36	36. List of Symbols
1-37	37. List of Equations
1-38	38. List of Figures
1-39	39. List of Tables
1-40	40. List of Abbreviations
1-41	41. List of Symbols
1-42	42. List of Equations
1-43	43. List of Figures
1-44	44. List of Tables
1-45	45. List of Abbreviations
1-46	46. List of Symbols
1-47	47. List of Equations
1-48	48. List of Figures
1-49	49. List of Tables
1-50	50. List of Abbreviations
1-51	51. List of Symbols
1-52	52. List of Equations
1-53	53. List of Figures
1-54	54. List of Tables
1-55	55. List of Abbreviations
1-56	56. List of Symbols
1-57	57. List of Equations
1-58	58. List of Figures
1-59	59. List of Tables
1-60	60. List of Abbreviations
1-61	61. List of Symbols
1-62	62. List of Equations
1-63	63. List of Figures
1-64	64. List of Tables
1-65	65. List of Abbreviations
1-66	66. List of Symbols
1-67	67. List of Equations
1-68	68. List of Figures
1-69	69. List of Tables
1-70	70. List of Abbreviations
1-71	71. List of Symbols
1-72	72. List of Equations
1-73	73. List of Figures
1-74	74. List of Tables
1-75	75. List of Abbreviations
1-76	76. List of Symbols
1-77	77. List of Equations
1-78	78. List of Figures
1-79	79. List of Tables
1-80	80. List of Abbreviations
1-81	81. List of Symbols
1-82	82. List of Equations
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1-84	84. List of Tables
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1-96	96. List of Symbols
1-97	97. List of Equations
1-98	98. List of Figures
1-99	99. List of Tables
1-100	100. List of Abbreviations

EXHIBIT 4

MODEL GROWTH MANAGEMENT ELEMENT CEQA GUIDANCE

THE FOLLOWING DISCUSSION PROVIDES SAMPLE LANGUAGE THAT CAN BE USED FOR A NEGATIVE DECLARATION PURSUANT TO CEQA IN THE ADOPTION OF THE MODEL GROWTH MANAGEMENT ELEMENT. THIS LANGUAGE CAN BE MODIFIED TO FIT THE PARTICULAR NEEDS OF INDIVIDUAL JURISDICTIONS. NOTE THAT SPECIFIC INDIVIDUAL PROJECTS WILL STILL BE SUBJECT TO CEQA REVIEW AND GENERAL PLAN CONSISTENCY REVIEW.

I. PROJECT DESCRIPTION

A. Purpose

A new Growth Management (GM) Element of the General Plan is proposed as an important step in complying with the requirements of the Revised Traffic Improvements and Growth Management Ordinance (Measure M). Revenues generated from the 1/2 cent sales tax increase will provide funding for critical road improvements and help to mitigate traffic impacts generated from existing and proposed development. The GM Element would mandate that growth and development be based upon the City/County ability to provide an adequate circulation system; and, adequate fire, police, library, flood control and other infrastructure services (developing communities only). The GM Element identifies specific goals, objectives and policies as well as implementation programs.

B. Goals, Objectives and Policies

The goals of the GM Element are to reduce traffic congestion, ensure that adequate transportation and public facilities are provided for existing and future residents of City/County. Objectives and policies pertaining to the following areas have been established:

1. Traffic Level of Service (LOS) Standards
2. Planning Standards for Public Services and Infrastructure (developing communities only)
3. Development Mitigation
4. Development Phasing and Annual Monitoring of LOS

These policy areas are the basis for implementation programs set forth in the proposed GM Element.

II. ANALYSIS

The GM Element improves upon the existing framework established in the City/County's General Plan for growth and development. As a new Element of the General Plan identifying goals, objectives and policies for growth which are equally or more restrictive than existing policies, the GM Element in itself will not create significant environmental impacts, but instead may serve to minimize possible future impacts. The GM Element is

intended to improve existing development policies by phasing development commensurate with facilities improvements and providing implementation programs to ensure balanced community development.

The GM Element also establishes a Performance Monitoring Program that would ensure the required road and public facilities improvements as well as funding are actually provided. If improvements or funding are not provided, development may be deferred until compliance with the specific provisions of the program(s) are achieved. In this way and by overall implementation of this GM Element, potential significant impacts on circulation and public facilities will be minimized, rather than created.

Adoption of the GM Element will not significantly impact the following areas identified on the environmental analysis checklist, but may in fact minimize potential impacts associated with future growth and development in the City/County:

- Earth
- Air
- Water
- Biological Resources
- Cultural/Scientific Resources
- Aesthetics
- Energy
- Land Use
- Transportation/Circulation
- Recreation
- Public Health and Safety
- Noise
- Light and Glare
- Public Services and Utilities

EXHIBIT 5

DRAFT MODEL RESOLUTION FOR GROWTH MANAGEMENT ELEMENT ADOPTION

On motion of Councilmember _____, duly seconded and carried, the following Resolution was adopted:

WHEREAS, the City of _____ has an adopted General Plan; and

WHEREAS, the Planning and Zoning Law of the State of California provides for the adoption of additional General Plan Elements to address local concerns; and

WHEREAS, on November 6, 1990 Orange County voters approved the Revised Traffic Improvement and Growth Management Ordinance (Measure M) which provides for new transportation revenues; and

WHEREAS, Measure M requires local jurisdictions to adopt a Growth Management Element of its general plan to be eligible to receive new Measure M transportation revenues; and

WHEREAS, pursuant to the Planning and Zoning Law of the State of California, this City Council has reviewed the proposed Growth Management Element on _____; and

WHEREAS, in compliance with said law, public hearings were held by the Planning Commission on the proposed Growth Management Element on _____ and _____; and

WHEREAS, this City Council has complied with the California Environmental Quality Act (CEQA), the CEQA Guidelines and the City environmental procedures by reviewing and considering Negative Declaration No. _____; and

WHEREAS, Negative Declaration No. _____ satisfies the requirements of CEQA for the proposed Growth Management Element.

NOW, THEREFORE, BE IT RESOLVED that this City Council hereby approves Negative Declaration No. _____ as complete and adequate CEQA

documentation and finds that, on the basis of Negative Declaration No. _____, the proposed Growth Management Element will not have a significant effect on the environment.

BE IT FURTHER RESOLVED that this City Council hereby adopts the Growth Management Element of the General Plan as recommended by the Planning Commission.

CITIZENS OVERSIGHT COMMITTEE

CHECKLIST FOR COUNTYWIDE TRAFFIC IMPROVEMENT AND GROWTH
MANAGEMENT PLAN COMPLIANCE

CITY: _____

DEVELOPED OR DEVELOPING (as determined by jurisdiction): _____

DATE OF REVIEW: _____

Note: The following components are required of local jurisdictions by the Countywide Traffic Improvement and Growth Management Plan in order to receive Measure M revenues. Items 1 and 3-5 must be included in the jurisdiction's Growth Management Element. Item 2 is required only for "developing" jurisdictions (as determined by each jurisdiction). Items 6-9 are also required pursuant to Measure M. However, they are not required to be included in the jurisdiction's Growth Management Element.

GROWTH MANAGEMENT ELEMENT COMPONENTS

		Included in GM Element?	
		Yes	No
1.	Traffic LOS standard for intersections	___	___
2.	Planning service standards as determined appropriate by the jurisdiction for:		
	-fire	___	___
	-police/sheriff	___	___
	-library	___	___
	-flood control	___	___
	-parks/open space	___	___
	-other _____	___	___
3.	Development Mitigation Program (establishes traffic impact mitigation fee)	___	___
4.	Development Phasing Program (ensures that infrastructure is provided concurrent with new development)	___	___
5.	Annual Monitoring Program (provides for annual evaluation of compliance with development phasing allocations)	___	___

CITIZENS OVERSIGHT COMMITTEE

CHECKLIST FOR COUNTYWIDE TRAFFIC IMPROVEMENT AND GROWTH MANAGEMENT PLAN COMPLIANCE

OTHER MEASURE M REQUIREMENTS

Included in
Statement of Compliance?

Yes No

- | | | | |
|----|---|---|---|
| 6. | Participation in inter-jurisdictional planning forums
at GMA level | — | — |
| 7. | Seven-Year CIP | — | — |
| 8. | Balanced community statement | — | — |
| 9. | Transportation Demand Management Ordinance | — | — |

MODEL GROWTH MANAGEMENT ELEMENT

A. Statement of Purpose and Intent

The purpose and intent of this Element is to mandate that growth and development be based upon the City/County's ability to provide an adequate circulation system and public facilities pursuant to the Orange County Division, League of California Cities "Countywide Traffic Improvement and Growth Management Plan Component."

B. Introduction

1. Overview

The Growth Management (GM) Element, contains policies for the planning and provision of traffic improvements and public facilities that are necessary for orderly growth and development. Presented in this Element are policies and programs for the establishment of specific traffic level of service (LOS) and other public facilities standards, development mitigation and development phasing. In addition, this Element includes an implementation program for annual monitoring.

The GM Element is divided into six sections. Section A provides a statement of purpose and intent for the Element. This section provides an overview of the Element and includes discussion regarding General Plan consistency and Element implementation. Section C provides general definitions for terms utilized in the Element. Goals, objectives and policies for the GM Element are provided in Sections D and E. Section F includes and discussion of implementation programs for achieving the goals and objectives of the GM Element. Optional components for the Element are included in Appendix A.

2. Consistency With Other General Plan Elements

A major goal of the Growth Management Element is to ensure that the planning, management and implementation of traffic improvements and public facilities are adequate to meet the current and projected needs of the City/County. While this goal is a high priority, it must be achieved while maintaining internal consistency among the other elements of the General Plan as required by State law. Therefore, the GM Element does not replace or supersede any of the other General Plan elements; instead, the Element addresses, amplifies and supports traffic LOS and public facility standards that are included in the other General Plan elements and establishes new standards where necessary. The Element also serves to augment development mitigation, development phasing and annual monitoring discussions in other General Plan elements.

The GM Element is implemented through various coordinated programs developed to support and carry out its goals, objectives and policies. In addition this Element has been crafted to minimize duplication between Measure M and Congestion Management Program (CMP) requirements.

The GM Element is the most current expression of City/County growth management policies. Consequently, although there is a certain amount of overlap among the general plan elements, the GM Element is the key resource document for growth management concerns.

A discussion of the consistency of the GM Element with other General Plan elements is provided in Appendix B.

3. Implementation Process

While this GM Element provides a significant resource document for future growth management efforts, it is not the final action necessary

10. "Measurable Traffic" shall mean a traffic volume resulting in a 1% increase in the sum of the critical movements at an intersection.

11. All other terms shall be as defined in the City/County zoning code as of the date of adoption of this Element.

D. Goals and Objectives

The goals of this Element are to reduce traffic congestion, ensure that adequate transportation and public facilities are provided for existing and future residents of City/County. These goals shall be accomplished through implementation of the policies and programs set forth in this Element.

Achievement of these goals shall be measured by the following objectives.

1. Transportation: The circulation system shall be implemented in a manner that achieves the established Traffic Level of Service Policy.
2. Public Facilities: Adequate facilities and equipment, as determined through the Comprehensive Phasing Programs, developed in consultation with appropriate agency/department representatives, shall be financed and implemented in a manner that ensures that the costs of necessary facilities and equipment for new development are borne by new development. The service levels established in the Comprehensive Phasing Program shall be, at a minimum, those service levels specified in this Element or other elements as follows:
 - a. Fire/Paramedic
 - b. Police/Sheriff
 - c. Library
 - d. Flood Control
 - e. Parks and Open Space
 - f. Other as applicable
3. Development Phasing: Development shall be phased in a manner consistent with the applicable Comprehensive Phasing Program.

E. Policies

1. Traffic Level of Service

It is the policy of the City/County that within three years of the issuance of the first building permit for a development project or within five years of the first grading permit for said development project, whichever occurs first, that the necessary improvements to transportation facilities to which the project contributes measurable traffic, are constructed and completed to attain Level of Service (LOS) "___" at the intersections under the sole control of the City/County.

(NOTE: THE GENERAL TARGET STANDARD FOR EACH JURISDICTION SHOULD BE LOS "D" FOR INTERSECTIONS, BUT IT IS RECOGNIZED THAT JURISDICTIONS MAY ESTABLISH A LOWER LOS STANDARD FOR CERTAIN INTERSECTIONS IN URBANIZED AREAS. THE CONGESTION MANAGEMENT PROGRAM (CMP) REQUIRES THAT A LOS STANDARD BE SET AT "E" OR AT THE EXISTING LOS, WHICHEVER IS FURTHER FROM LOS "A" FOR ANY INTERSECTION OR ROADWAY SEGMENT ON THE CMP HIGHWAY SYSTEM.)

Intersections exempt from the above paragraph include facilities under the jurisdiction of another City/County or the State or those included on the Deficient Intersection List established pursuant to this Element. However, it is the policy of the City/County that all development contributing measurable impacts to intersections on the Deficient Intersection List and all projects contributing cumulatively, or individually, 10% or more of the traffic using an intersection will be assessed a mitigation fee determined by the involved jurisdictions and locally administered as part of the Capital Improvement Program.

Achievement of the adopted levels of service standard and implementation of exacted transportation improvements shall take into consideration extraordinary transportation circumstances which may impact identified intersections and/or timing of the required improvements. An example of an extraordinary circumstance would be when arterial roadways serve as substitute freeway access (thus impacting LOS performance) while planning and construction of additional freeway improvements are underway.

Level of Service (LOS) will be measured by the Traffic Level of Service Policy Implementation Manual established by the Local Transportation Authority.

2. Public Facilities

It is the policy of the City/County that planning standards maintained through capital projects shall be established for fire, police/sheriff, library, flood control, parks and open space and other facilities as determined by each jurisdiction. All development projects shall participate in comprehensive public facilities financing plans on a pro-rata basis and as a condition of development approval except where an increased level of participation exceeding these requirements is established through negotiated legal mechanisms.

Capital projects necessary to meet and maintain the planning standards are to be included in the Capital Improvement Program.

3. Development Mitigation

It is the policy of the City/County that all new development pay its share of the costs associated with that development including regional traffic mitigation.

It is the policy of the City/County to impose a traffic impact mitigation fee for improvements within its boundaries and to work with other jurisdictions through Inter-Jurisdictional Planning Forums to determine minimally acceptable impact fee levels for application within the GMAs.

It is the policy of the City/County that new Measure M sales tax revenues shall not be used to replace private developer funding which has been committed for any project or normal subdivision obligations.

4. Development Phasing

It is the policy of the City/County that development shall be phased in accordance with any applicable Comprehensive Phasing Program (CPP) adopted by the City/County. It is the intent that such CPPs shall include development phasing plans which establish both a phasing allocation of development commensurate with roadway and public facilities capacities and an overall build-out development plan which can be supported by implementation of the planned infrastructure system.

F. Implementation Programs

1. Development Mitigation Program: Within _____ months of the adoption of this Element, a Development Mitigation Program shall be established to ensure that all new development pays its share of the costs associated with that development. Participation shall be on a pro-rata basis and be required of all development projects except where an increased level of participation exceeding these requirements is established through negotiated legal mechanisms.

The Program will be coordinated through Inter-Jurisdictional Planning Forums in order to determine minimally acceptable impact fees for application within the GMAs. The City/County may elect to use existing traffic mitigation fee programs to receive credit with regard to the GMA base level fee.

(NOTE: GMA LEVEL FEES WILL SERVE AS A BASE AMOUNT FOR IMPACT FEES FOR JURISDICTIONS. INDIVIDUAL JURISDICTIONS MAY, HOWEVER, IMPOSE GREATER LEVELS IF THEY SO DESIRE.)

2. Comprehensive Phasing Program: Within _____ months of the adoption of this Element, the City/County shall prepare a Comprehensive Phasing Program (CPP). The CPP shall contain a development phasing component to ensure that infrastructure is added as development proceeds so that the provision of road improvements and **public facilities** is in balance with demand. The Program shall provide reasonable lead time (three years from first building permit or five years from first grading permit) to design and construct specific transportation improvements.

(NOTE: IN DEVELOPED JURISDICTIONS, CPPs SHALL BE LIMITED TO DEVELOPMENT ENTITLEMENTS TIED TO TRANSPORTATION IMPROVEMENTS ONLY.)

3. Performance Monitoring Program: Within _____ months of the adoption of this Element, a Performance Monitoring Program shall be established to provide an annual evaluation of compliance with development phasing allocations established pursuant to sections D.3. and E.4 of this Element. This program will also ensure that road **and other public facilities** improvements or funding are actually provided in order for development to continue. If the improvements/funding are not provided, development shall be deferred until compliance with the provisions of this program are achieved.

In addition, the Performance Monitoring Program will provide an annual evaluation of the maintenance of transportation and **public facilities** service levels. Annual traffic reports provided under this Program shall utilize data collected within three (3) months of preparation of the report but not within the time period of June through August and November 15 through January 5. In the event that the Performance Monitoring Program identifies one or more service level deficiencies, measures shall be implemented to correct identified deficiencies.

(NOTE: THE COSTS OF THE PERFORMANCE MONITORING PROGRAM MAY BE AN ELIGIBLE EXPENSE FROM THE PROCEEDS FROM THE INCREASE IN THE SALES TAX FOR TRANSPORTATION IMPROVEMENTS.)

4. Traffic Improvement/Public Facilities Development Agreements: In the event the financing and implementation provisions of this Element are implemented through subsequent, legally valid Traffic Improvement/Public Facilities Development Agreements, said agreements shall be consistent with this Element and its implementing ordinances, plans and programs.
5. Additional Implementation Programs: Other implementing measures, as deemed necessary by the City/County to further the goals of this Element, may be established.

APPENDIX "A"

OPTIONAL GROWTH MANAGEMENT ELEMENT COMPONENTS

Measure M specifies that each jurisdiction must adopt a Growth Management Element to be applied in the development review process in order to receive its local street maintenance and improvement funds. The Model Element demonstrates how jurisdictions in "developed" and "developing" GMAs may comply with Measure M requirements. In addition, all jurisdictions must comply with, but not necessarily include within their Element the following:

- ° Plan for participation in inter-jurisdictional planning forums
- ° Seven-year capital improvement program
- ° Discussion of housing options and employment opportunities
- ° Adoption of TDM Ordinance

NOTE: CURRENTLY MEASURE M SPECIFIES THAT A FIVE-YEAR CAPITAL IMPROVEMENT PROGRAM BE DEVELOPED. THE CMP REQUIRES A SEVEN-YEAR CAPITAL IMPROVEMENT PROGRAM. IN ADDITION, MEASURE M CURRENTLY REQUIRES PREPARATION OF A TSM ORDINANCE AS OPPOSED TO THE TDM ORDINANCE REQUIREMENT IN THE CMP LEGISLATION. REFERENCE TO THE SEVEN-YEAR CIP AND TDM ORDINANCE IS MADE IN RECOGNITION OF FUTURE AMENDMENTS TO MEASURE M TO MAKE THE REQUIREMENTS CONSISTENT WITH THOSE IN CMP.

Compliance with these requirements may be included in the GM Element, though not required. The following policy statements and implementation programs are offered as an example as to how these provisions may be included in the Element, if a local jurisdiction so desires.

Policies:

A. Inter-Jurisdictional Planning Forums

It is the policy of the City/County to participate in Inter-Jurisdictional Planning Forums at the GMA level to discuss developments with multi-jurisdictional impacts and appropriate mitigation measures.

B. Capital Improvement Program

A Capital Improvement Program shall be established to meet and maintain both the adopted traffic level of service and planning standards for public facilities.

C. Balanced Community Development

NOTE: THE CITIES AND THE COUNTY OF ORANGE, WORKING WITH THE CITY-COUNTY COORDINATION COMMITTEE OR SUCCESSOR AGENCY, SHALL DEVELOP A MODEL STATEMENT ON FOSTERING A BETTER BALANCE BETWEEN JOBS AND HOUSING.

D. Transportation Demand Management (TDM)

It is the policy of the City/County to promote traffic reduction strategies through TDM measures.

NOTE: SEE ABOVE REFERENCE TO TDM AND TSM REQUIREMENTS OF THE CMP LEGISLATION AND MEASURE M.

Implementation Programs:

A. Growth Management Areas (GMAs) Inter-Jurisdictional Planning Forums:

City/County shall participate in and provide staff support to Inter-Jurisdictional Planning Forums (IJPF) at the GMA level to cooperate in addressing cumulative traffic impacts and coordinating improvements in transportation and other facilities. The Local Transportation Authority will convene these forums. The IJPF efforts shall be supported by a countywide comprehensive transportation planning process in which all jurisdictions shall assist in developing and participate in. The County will maintain the regional traffic model.

B. Seven-Year Capital Improvement Program (CIP)

Within _____ months of the adoption of this Element, the City/County shall develop a Capital Improvement Program. Capital financing programming will be based on proposed development to be constructed during the following seven-year period. The CIP shall include approved projects and an estimate of the costs of the proposed projects as well as a financing plan for providing the improvements. See attached sample format.

NOTE: SEE ABOVE REFERENCE TO FIVE AND SEVEN-YEAR CIP REQUIREMENTS OF MEASURE M AND CMP LEGISLATION.

C. Transportation Demand Management (TDM) Ordinance:

Within _____ months of the adoption of this Element, the City/County shall adopt a TDM Ordinance.

NOTE: SEE ABOVE REFERENCE TO TDM AND TSM REQUIREMENTS OF THE CMP LEGISLATION AND MEASURE M. IN ADDITION, CITIES WITH A SMALL EMPLOYMENT BASE MAY ADOPT ALTERNATIVE MITIGATION MEASURES IN LIEU OF ADOPTING AN ORDINANCE.

APPENDIX "B"

SAMPLE DISCUSSION OF CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS

The Growth Management (GM) Element achieves its consistency with other General Plan elements through the pursuit of common major goals such as traffic level of service and public facilities development. Consistency of GM Element implementation with specific elements is described below:

1. The Public Services and Facilities Element provides policies and programs for the ongoing planning of public facilities by the City/County and Special Districts. The maps contained in the Land Use, Transportation, Recreation and Resources (Open Space) Elements shall provide General Plan policy guidance for implementing public facilities planning.
2. Major City/County public facilities shall conform to the adopted Noise and Safety elements.
3. Innovative financing, funding and implementation programs which could serve to minimize infrastructure costs and thus, housing costs are included in the GM Element consistent with Housing Element direction.
4.
 - a. Regional transportation facilities are mapped in the Transportation Element.
 - b. Regional public facilities (excluding transportation) are mapped, to the extent feasible, as Public Facilities on the Land Use Element.
 - c. Community facilities are mapped, to the extent feasible, on the Community Profiles (Component III).
5. The Public Services and Facilities Element provides specific implementation and financing policies and programs for all types of transportation facilities. The Transportation Element (e.g., Master Plan of Arterial Highways) is the City/County master plan for transportation, and provides general policy and program guidance for facility planning and siting.

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APPENDIX "C"

OPTIONAL DISCUSSION OF THE RELATIONSHIP OF GM ELEMENT TO STATE AND FEDERAL HIGHWAY SYSTEM

INTRODUCTION

Although the GM Element places specific emphasis on the phasing of arterial highway improvements commensurate with development, the County's overall transportation system is greatly influenced by the freeway system. Thus, any growth management plan must also discuss the existing freeway system.

EXISTING FREEWAY SYSTEM DEFICIENCIES

The present system of freeways in Orange County, consisting of 160 miles, is fast becoming antiquated and deficient. These freeways were developed and built as inter-county connectors, designed to serve a low density agrarian region and small towns, and not a burgeoning metropolis. They were designed to carry much lighter vehicle traffic that currently exists during a 24-hour period. Existing average daily traffic (ADT) volumes on some of the freeway systems far exceed the capacities of these facilities.

The transportation problem in Orange County stems primarily from inadequate capacity in the freeway system to serve the travel demands placed on the system during peak period. This lack of capacity has resulted in poor levels of service, characterized by severe congestion and low travel speeds during peak periods. The most severe congestion occurs at the junctions of major freeways.

IMPACT OF FREEWAY SYSTEM ON THE ARTERIAL HIGHWAY SYSTEM

The Orange County Master Plan of Arterial Highways defines an arterial highway system intended to support and serve existing and adopted land uses in both incorporated and unincorporated areas of the County. The arterial system is designed to serve as part of a balanced transportation system (autos, trucks, buses, bicycles, pedestrians). The arterial system provides for both through movement and a collector function. Major and Primary Arterial Highways are intended to handle the bulk of intra-regional traffic and complement both the freeway system and the local street network. Secondary arterials and Commuter arterials serve mainly as collectors which funnel traffic from local streets to the Major and Primary arterial system.

As congestion continues to increase on the freeway system, more drivers are utilizing the arterial system, particularly those parallel to freeways, or those arterials serving the same trip destination as the freeways. Consequently, some of these parallel arterials, particularly the north/south ones, which are becoming increasingly congested. This situation is of special concern on those arterials which provide access to the freeway system.

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TABLE OF CONTENTS

<u>SECTION</u>	<u>DESCRIPTION</u>	<u>PAGE</u>
I.	INTRODUCTION	1
II.	DEFINITIONS	2
	1. CRITICAL ROUTES	
	2. DEFICIENT INTERSECTION LIST	
	3. DEFICIENT INTERSECTION LIST	
	4. COUNTY INTERSECTION	
	5. AVAILABLE TRAFFIC	
	6. STATE OF TRAFFIC	
	7. GROWTH MANAGEMENT PLAN	
III.	PROJECTS DERIVED FROM THE EMP ENVIRONMENT	3
IV.	TRANSPORTATION IMPLEMENTATION MANUAL	4
	1. GENERAL	
	2. PLAN BASIS AND ADJUSTMENT FACTORS	
	3. TRAFFIC	
	4. TRAFFIC ANALYSIS	
	5. TRAFFIC ANALYSIS	
	6. TRAFFIC ANALYSIS	
	7. TRAFFIC ANALYSIS	
	8. TRAFFIC ANALYSIS	
	9. TRAFFIC ANALYSIS	
V.	STATUS REPORTS OF EMP TRAFFIC ANALYSIS	11
	A. GENERAL	
	1. PROJECT DESCRIPTION	
	2. EXISTING CONDITIONS	
	3. FUTURE CONDITIONS	
	4. PROJECT TRIP GENERATION	
	5. PROJECT TRIP DISTRIBUTION	
	6. IMPROVEMENT ANALYSIS	
	7. CANTON CANTON ROAD ANALYSIS	
	8. SUMMARY OF IMPACTS	
	9. CONCLUDING REMARKS	
VI.	DEFICIENT INTERSECTION LIST	14
	A. GENERAL	
	B. DEFICIENT INTERSECTIONS	
	C. PROPOSED TO BE DEFICIENT INTERSECTIONS LIST	
VII.	COUNTY TRAFFIC MONITORING PROGRAM	16

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TABLE OF CONTENTS

<u>SECTION</u>	<u>DESCRIPTION</u>	<u>PAGE</u>
I.	INTRODUCTION	3
II.	DEFINITIONS	4
	A. CRITICAL MOVEMENT	
	B. DEFICIENT INTERSECTION FUND	
	C. DEFICIENT INTERSECTION LIST	
	D. EXEMPT INTERSECTION	
	E. LEVEL OF SERVICE	
	F. MAXIMUM FEASIBLE INTERSECTION	
	G. MEASURABLE TRAFFIC	
	H. SPHERE OF IMPACT	
	I. TRAFFIC LEVEL OF SERVICE POLICY	
III.	PROJECTS EXEMPT FROM THE GMP REQUIREMENTS	6
IV.	TRAFFIC ANALYSIS METHODOLOGIES	8
	A. LEVELS OF SERVICE	
	B. FLOW RATES AND ADJUSTMENT FACTORS	
	C. LOST TIME	
	D. LANE DISTRIBUTION	
	E. RIGHT TURNING TRAFFIC	
	F. SIGNAL PHASING	
	G. SANTIAGO CANYON ROAD	
V.	MINIMUM REQUIREMENTS OF GMP TRAFFIC ANALYSES	11
	A. GENERAL	
	1. PROJECT DESCRIPTION	
	2. EXISTING CONDITIONS	
	3. FUTURE CONDITIONS	
	4. PROJECT TRIP GENERATION	
	5. PROJECT TRIP DISTRIBUTION	
	6. INTERSECTION ANALYSIS	
	7. SANTIAGO CANYON ROAD ANALYSIS	
	8. SUMMARY OF IMPACTS	
	9. MITIGATION MEASURES	
VI.	DEFICIENT INTERSECTION LIST	14
	A. GENERAL	
	B. DEFICIENT INTERSECTIONS	
	C. PROCEDURE TO MODIFY DEFICIENT INTERSECTIONS LIST	
VII.	COUNTY TRAFFIC MONITORING PROGRAM	16

TABLE OF CONTENTS

Page	Section	Page
1	INTRODUCTION	1
2	DEFINITIONS	2
3	1. DEFINITION OF TERMS	3
4	2. DEFINITION OF TERMS	4
5	3. DEFINITION OF TERMS	5
6	4. DEFINITION OF TERMS	6
7	5. DEFINITION OF TERMS	7
8	6. DEFINITION OF TERMS	8
9	7. DEFINITION OF TERMS	9
10	8. DEFINITION OF TERMS	10
11	9. DEFINITION OF TERMS	11
12	10. DEFINITION OF TERMS	12
13	11. DEFINITION OF TERMS	13
14	12. DEFINITION OF TERMS	14
15	13. DEFINITION OF TERMS	15
16	14. DEFINITION OF TERMS	16
17	15. DEFINITION OF TERMS	17
18	16. DEFINITION OF TERMS	18
19	17. DEFINITION OF TERMS	19
20	18. DEFINITION OF TERMS	20
21	19. DEFINITION OF TERMS	21
22	20. DEFINITION OF TERMS	22
23	21. DEFINITION OF TERMS	23
24	22. DEFINITION OF TERMS	24
25	23. DEFINITION OF TERMS	25
26	24. DEFINITION OF TERMS	26
27	25. DEFINITION OF TERMS	27
28	26. DEFINITION OF TERMS	28
29	27. DEFINITION OF TERMS	29
30	28. DEFINITION OF TERMS	30
31	29. DEFINITION OF TERMS	31
32	30. DEFINITION OF TERMS	32
33	31. DEFINITION OF TERMS	33
34	32. DEFINITION OF TERMS	34
35	33. DEFINITION OF TERMS	35
36	34. DEFINITION OF TERMS	36
37	35. DEFINITION OF TERMS	37
38	36. DEFINITION OF TERMS	38
39	37. DEFINITION OF TERMS	39
40	38. DEFINITION OF TERMS	40
41	39. DEFINITION OF TERMS	41
42	40. DEFINITION OF TERMS	42
43	41. DEFINITION OF TERMS	43
44	42. DEFINITION OF TERMS	44
45	43. DEFINITION OF TERMS	45
46	44. DEFINITION OF TERMS	46
47	45. DEFINITION OF TERMS	47
48	46. DEFINITION OF TERMS	48
49	47. DEFINITION OF TERMS	49
50	48. DEFINITION OF TERMS	50
51	49. DEFINITION OF TERMS	51
52	50. DEFINITION OF TERMS	52
53	51. DEFINITION OF TERMS	53
54	52. DEFINITION OF TERMS	54
55	53. DEFINITION OF TERMS	55
56	54. DEFINITION OF TERMS	56
57	55. DEFINITION OF TERMS	57
58	56. DEFINITION OF TERMS	58
59	57. DEFINITION OF TERMS	59
60	58. DEFINITION OF TERMS	60
61	59. DEFINITION OF TERMS	61
62	60. DEFINITION OF TERMS	62
63	61. DEFINITION OF TERMS	63
64	62. DEFINITION OF TERMS	64
65	63. DEFINITION OF TERMS	65
66	64. DEFINITION OF TERMS	66
67	65. DEFINITION OF TERMS	67
68	66. DEFINITION OF TERMS	68
69	67. DEFINITION OF TERMS	69
70	68. DEFINITION OF TERMS	70
71	69. DEFINITION OF TERMS	71
72	70. DEFINITION OF TERMS	72
73	71. DEFINITION OF TERMS	73
74	72. DEFINITION OF TERMS	74
75	73. DEFINITION OF TERMS	75
76	74. DEFINITION OF TERMS	76
77	75. DEFINITION OF TERMS	77
78	76. DEFINITION OF TERMS	78
79	77. DEFINITION OF TERMS	79
80	78. DEFINITION OF TERMS	80
81	79. DEFINITION OF TERMS	81
82	80. DEFINITION OF TERMS	82
83	81. DEFINITION OF TERMS	83
84	82. DEFINITION OF TERMS	84
85	83. DEFINITION OF TERMS	85
86	84. DEFINITION OF TERMS	86
87	85. DEFINITION OF TERMS	87
88	86. DEFINITION OF TERMS	88
89	87. DEFINITION OF TERMS	89
90	88. DEFINITION OF TERMS	90
91	89. DEFINITION OF TERMS	91
92	90. DEFINITION OF TERMS	92
93	91. DEFINITION OF TERMS	93
94	92. DEFINITION OF TERMS	94
95	93. DEFINITION OF TERMS	95
96	94. DEFINITION OF TERMS	96
97	95. DEFINITION OF TERMS	97
98	96. DEFINITION OF TERMS	98
99	97. DEFINITION OF TERMS	99
100	98. DEFINITION OF TERMS	100

I. INTRODUCTION

On March 1, 1988 the Board of Supervisors approved a proposed Public Facilities and Growth Management Plan Concept and work program for its implementation. A week later, on March 9, the Board then established an Ad-Hoc Advisory Committee to develop the principles to be included in a Growth Management Plan (GMP) Element as part of the County's General Plan. After numerous meetings, the Ad-Hoc Advisory Committee presented the Board with its recommendations and a proposed GMP Element on August 3, 1988.

Elements of the County General Plan are, of necessity, broad statements of policy, intent, and objectives. They are designed to be flexible and adaptable to a variety of situations. As a result, General Plan Elements and the policies contained within them lack specificity and detail about their application. To clarify the intent of the "Traffic Level of Service Policy" of the GMP Element, the EMA was directed to prepare a manual stating the procedures and local parameters for the implementation of this policy.

This manual describes how the general traffic policies of the GMP Element are to be implemented on a site or project specific basis. It includes a listing of projects which are exempt from GMP traffic requirements, acceptable traffic analysis methodologies, minimum requirements of GMP traffic reports, and the traffic monitoring surveys the County will conduct to determine system performance.

The GMP Element and this manual apply to Santiago Canyon Road and signalized intersections under the sole control of the County. Unsignalized intersections, intersections partially or totally under another agency's jurisdiction, or intersections under another agency's control are exempt from the requirements of the GMP*. In the case of unsignalized intersections where, in the County's judgment, signalization will occur within five years, the intersections shall be considered as signalized for the purposes of this manual.

*It may be necessary to modify the application of this manual to intersections involving other jurisdictions if a growth management program is adopted countywide or in jurisdictions adjacent to the unincorporated County.

1. INTRODUCTION

On March 1, 1955 the Board of Directors approved a proposed plan for the expansion of the company's operations. The plan provides for the acquisition of additional capital and the expansion of the company's operations. The plan also provides for the expansion of the company's operations. The plan also provides for the expansion of the company's operations.

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It is the policy of the company to expand its operations. The company is committed to the expansion of its operations. The company is committed to the expansion of its operations.

II. DEFINITIONS

In addition to those terms defined in the GMP Element, for the purposes of this manual, the following terms shall have the following meanings:

- A. **CRITICAL MOVEMENT:** In the case of signalized intersections, any of the conflicting through or turning movements which determine the allocation of green signal time. In the case of Santiago Canyon Road, that direction of any two way peak hour flow which is greater.
- B. **DEFICIENT INTERSECTION FUND (DIF):** A trust fund established to collect fees and implement the maximum improvements deemed feasible by the County to existing signalized intersections which do not meet the Traffic Level of Service Policy for reasons beyond the County's control. All projects contributing measurable traffic to intersections on the Deficient Intersection List shall contribute to this fund on a pro-rata basis.
- C. **DEFICIENT INTERSECTION LIST (DIL):** A list of intersections within the jurisdiction of the County which does not meet the Traffic Level of Service Policy for reasons which are beyond the control of the County (e.g., ramp metering effects, traffic generated outside the County's jurisdiction, etc.). The current list is included as Section VI of this manual. Additional intersections may be added by the County only as a result of conditions which are beyond the control of the County and after a public hearing.
- D. **EXEMPT INTERSECTION:** An unsignalized intersection or an intersection not under the sole control or jurisdiction of the County of Orange or on the Deficient Intersection List.
- E. **LEVEL OF SERVICE (LOS):** A measure of the operational quality of a road or intersection ranging from Level of Service A (best) to Level of Service F (worst).
- F. **MAXIMUM FEASIBLE INTERSECTION (MFI):** The maximum condition an existing intersection may be widened or improved to, while still providing reasonable operational characteristics, given the nature of the surrounding land use. The MFI concept will apply specifically to the DIL and the determination will be made by the County.
- G. **MEASURABLE TRAFFIC:** A traffic volume resulting in a 1% increase in the volume/capacity ratio of the sum of all critical movements.

Example: If the V/C of an intersection is 0.860, measurable traffic will be any addition of trips which will raise the V/C to $0.860 + 0.01 \times 0.860$, i.e., 0.869. For an intersection operating at $V/C = 0.860$ ($C = 1700$), measurable traffic would then be any increase in traffic which adds $(0.869 - 0.860) \times 1700 = 15.3$ or 15 or more vehicles to the critical movements.

H. SPHERE OF IMPACT: That area within unincorporated Orange County to which a project contributes measurable traffic.

I. TRAFFIC LEVEL OF SERVICE POLICY: Within three years of the issuance of the first use and occupancy permit for a development project or within five years of the issuance of a finished grading permit or building permit for said project, whichever occurs first, all necessary improvements to the non-exempt signalized intersections to which the project contributes measurable traffic shall be constructed and completed to attain Level of Service (LOS) "D" or better. LOS "C" shall be maintained on all uninterrupted links of three miles in length or more on Santiago Canyon Road until such time as uninterrupted segments (i.e. between major signalized intersections) are reduced to less than three miles.

Heavy Industrial	75,000 square feet
Medium Industrial	40,000 square feet
Light Industrial	25,000 square feet
Office/Professional	20,000 square feet
General Office	15,000 square feet
Medical Office	10,000 square feet
Neighborhood Commercial	1,500 square feet
Convenience Market	1,000 square feet
Fast Food Restaurant	200 square feet

2. Any agricultural, open space, preservation, or sensitive park area.

3. Any rebuilding of an existing development damaged or destroyed by fire or natural disaster if uses and square footage remain substantially the same.

4. Public health and safety facilities such as hospitals, police, fire and safety facilities, and schools.

5. Government-owned facilities or facilities shall be exempt to the extent the facilities will not be used for generating revenue or commercial purposes. Examples of exempt public uses are city hall, park buildings, and other public buildings. Privately owned facilities will not be exempt from growth management requirements. Reimbursing property tax exemptions, governmental-owned or constructed facilities (including but not limited to libraries, offices and redevelopment agencies) which will generate revenue or be leased for commercial purposes shall be required to prepare the necessary reports and submit them to the appropriate agency. Examples of this include the revenue generating portions of airports, train stations, parking, sports arenas, recreation centers, bus terminals, hotels, or corporations or public lands.

III. PROJECTS EXEMPT FROM THE GMP REQUIREMENTS

The following development projects have been deemed to have significant public benefit or little traffic impact and are exempt from the requirements of the GMP:

- A. Any development on an existing lot resulting in a total daily traffic generation of less than 200 trips. The following amounts of land use will each generate 200 trips. For other land uses, see "Daily Vehicle Trip Generation Rates" prepared by Orange County

Multifamily residential	28.5 Dwelling Units
Mobile Home	40 Dwelling Units
Light Industrial	15,400 square feet
Hotel/Motel	20 Rooms
General Office	13,300 square feet
Medical Office	2,600 square feet
Neighborhood Commercial	1,480 square feet
Convenience Market	360 square feet
Fast Food Restaurant	222 square feet

- B. Any agricultural, open space, conservation, or passive park use.
- C. Any rebuilding of an existing development damaged or destroyed by fire or natural disaster if uses and square footage remain substantially the same.
- D. Public health and safety facilities such as hospitals, police, fire and safety facilities, and schools.
- E. Government-owned facilities or utilities shall be exempt to the extent the facilities will not be used for generating revenue or commercial purposes. Examples of exempt public uses are city halls, park buildings, and other public buildings. Privately owned utilities will not be exempt from growth management requirements. Notwithstanding property tax exemptions, governmental-owned or constructed facilities (including but not limited to counties, cities and redevelopment agencies) which will generate revenue or be leased for commercial purposes shall be required to prepare the necessary reports and mitigate impacts as appropriate. Examples of this include the revenue generating portions of airports, train stations, stadiums, sports arenas, convention centers, bus terminals, hotels, or concessions on public lands.

F. Minor alterations and remodeling of existing structures resulting in no substantial change in traffic generation as determined by the Director, EMA.

G. Places of worship, colleges, welfare, etc. to the extent such facilities are exempt from property tax levies.

ICV and CVA techniques are similar and rely on the same set of assumptions. If performed properly, both techniques will yield identical results. This manual assumes traffic engineers are familiar with the analysis techniques and need only be provided with the necessary assumptions regarding flow as an, clearance time, adjustment factors, etc., to calculate level of service.

The following is a list of the assumptions to be used for ICV and CVA analysis. Any individual attempting a CVA traffic analysis without a full understanding of the underlying assumptions is urged to consult the Transportation Program for clarification prior to performing any work.

A. LEVEL OF SERVICE

The Level of Service (LOS) of a signalized intersection shall be based upon the sum of the vehicle-capacity ratio and the critical movements. The County's definition of the overall LOS of an intersection is as follows:

LEVEL OF SERVICE	V/C RATIO
A	0.60 - 0.69
B	0.70 - 0.79
C	0.80 - 0.89
D	0.90 - 0.99
E	1.00 - 1.09
F	1.10

B. FLOW RATE AND ADJUSTMENT FACTORS

The saturation flow rate for intersections shall be based on "base capacity" shall be 1900 vehicles per hour of green time per lane. This value is the result of research done on intersections in Orange County during peak periods. This rate may be adjusted as follows: (1) down, and (2) up. Generally an adjustment will be necessary for each of the two lanes. However, the County reserves the right to require the use of adjustment factors where, in the County's opinion, unusual conditions exist. In these cases, the adjustment factors shall be based on lane width, number, grade, or pedestrian activity shall be based on the 1900 "Base Capacity" or any adjustment factor.

1. The following are the results of the survey conducted by the Department of Health and Social Services, 1980.

2. The results of the survey are as follows:

IV. TRAFFIC ANALYSIS METHODOLOGIES

There is a wide variety of traffic analysis methodologies available to traffic engineers. They range from specific procedures required by individual municipalities to standardized techniques used nationwide. In order to ensure all GMP analyses are consistent, accurate, and generally reproducible the County of Orange has adopted a set of procedures and acceptable methodologies that are representative of travel behavior in Southern California. For the analysis of GMP traffic impacts at intersections, the County of Orange requires either the Intersection Capacity Utilization (ICU) or Critical Movement Analysis (CMA) methodologies be used.

ICU and CMA techniques are similar and rely on the same set of assumptions. If performed properly, both techniques will yield identical results. This manual assumes traffic engineers are familiar with the analysis techniques and need only be provided with the necessary assumptions regarding flow rates, clearance times, adjustment factors, etc., to calculate level of service.

The following is a list of the assumptions to be used for GMP intersection analysis. Any individuals attempting a GMP traffic analysis without a full understanding of the procedure are urged to contact EMA/Transportation Programs for clarification prior to performing any work.

A. LEVELS OF SERVICE

The Level Of Service (LOS) of a signalized intersection shall be based upon the sum of the volume-capacity ratios (V/C) of the critical movements. The County's definition of the overall LOS of an intersection is as follows:

<u>LEVEL OF SERVICE</u>	<u>V/C RANGE</u>
A	0.00 - 0.60
B	0.61 - 0.70
C	0.71 - 0.80
D	0.81 - 0.90
E	0.91 - 1.00
F	1.00+

B. FLOW RATES AND ADJUSTMENT FACTORS

The saturation flow rate for intersections (also known as lane capacity) shall be 1700 vehicles per hour of green time per lane. This rate is the result of research done on intersections in Orange County during peak periods. This rate may be utilized on left, through, and right turn lanes. Generally, no adjustment will be necessary for dual left turn lanes. However, the County reserves the right to require the use of adjustment factors where, in the County's opinion, unusual conditions exist. In these cases, the adjustment factors for such items as lane width, trucks, grade, or pedestrian activity shall be as stated in the 1985 "Highway Capacity Manual" or any subsequent revisions.

C. LOST TIME

Lost time (also known as "yellow time" or "clearance interval" in some analyses) is given a value of zero in GMP analyses. The flow rate used for lane capacity (1700 vehicles per hour of green time) reflects the effects of lost time during the signal cycles.

D. LANE DISTRIBUTION

In most cases, approach traffic may be assumed to be distributed evenly among all lanes serving a given movement (i.e., left, through, or right). An exception to this may occur in the case of split signal phasing which is further discussed below. In certain locations where unusual attractions may occur such as a freeway ramp entrance or entrance to a shopping center, an unusually skewed distribution may occur. In such cases, the County shall specify the distribution to be used.

E. RIGHT TURNING TRAFFIC

If the distance from the inside edge of the outside through travel lane is at least 19 feet (see figure below) and no observable parking demand exists during the peak period, or parking is prohibited, right turning vehicles may be assumed to utilize this "unofficial" right turn lane. Otherwise, all right turn traffic shall be assigned to the outside through lane. If a right turn lane exists, right turn on red, if not prohibited at that location, may be assumed. However, the assumption of the number of vehicles turning right on red must be reasonable and not conflict with any other critical movements and is subject to the approval of EMA/Transportation. If a free right turn exists (right turns do not have to stop for the signal) a flow rate of 1700 vehicles per hour may be assumed for it. The analysis shall account for all right turning traffic, none shall be ignored. Any need for signal overlaps shall be clearly stated.

F. SIGNAL PHASING

At some intersections, split signal phasing may exist. At such locations optional through/left or through/right lanes may be present. Any analysis done for these situations must reflect the true distribution of the approach traffic into these optional lanes. This type of operation is often the most difficult to analyze and additional care should be taken to ensure correct results.

There has been much controversy in recent years over the intersection methodology contained in the 1985 "Highway Capacity Manual" which is based upon average vehicle delay rather than percent of capacity. This is an excellent concept and provides a measure of service the average driver can easily grasp. The technique requires detailed information on the length of each signal phase, cycle length, and phase sequence, among other items. If these data are known with reasonable certainty, reliable delay results can be produced. Unfortunately, in the case of Orange County, signal control equipment prevents predictable, reproducible signal timing data.

Nearly all traffic signals in the unincorporated area are controlled by a central computer operated by EMA/Traffic Engineering. The computer directs traffic signals to operate in a coordinated manner designed to minimize motorist delay. Green lights are maximized to the extent possible. In so doing, the computer constantly adjusts the length of individual signal phases at each intersection and, at times, may change the overall cycle length. Since none of the timing data remains fixed, the intersection methodology of the 1985 "Highway Capacity Manual" cannot be used as a reliable benchmark. It is also very difficult to predict with accuracy what future signal timing will be at new installations or even at existing locations as travel patterns change. There is work underway at the national level to revise this methodology. For the present, the 1985 "Highway Capacity Manual" intersection methodology is not considered acceptable for GMP analysis.

G. SANTIAGO CANYON ROAD

The majority of the road miles within the United States consist of two lane roadways. As a result, a great deal of work has been done throughout the country regarding the capacity of two lane roads. The most current information and practice are reflected in the 1985 "Highway Capacity Manual".

For GMP traffic analyses of Santiago Canyon Road, the methodology described in the 1985 "Highway Capacity Manual" (or any subsequent revisions) for rural two lane highways shall be used, based upon peak hour volumes. The directional splits shall be as measured during the peak hours. All other adjustment factors shall be as described in the manual.

V. MINIMUM REQUIREMENTS OF GMP TRAFFIC ANALYSES

In order to ensure adequate information is provided to the County to judge the impacts of new development, the following minimum requirements are set forth for all traffic analyses of GMP traffic impacts. While the County does not seek to cause preparation of volumes of unnecessary reports, each application must pass a test of timeliness and content. Reports prepared at earlier levels of review may be used only if the information they contain is still representative of the project under consideration.

A. GENERAL

The report shall be prepared by, or under the supervision of, a Traffic Engineer registered by the State of California. The report shall bear the stamp of the responsible Traffic Engineer. No report shall be accepted for review if it does not bear the appropriate signature, stamp and expiration date. The report shall be divided into the following sections:

1. Project Description
2. Existing Conditions
3. Future Conditions
4. Project Trip Generation
5. Project Trip Distribution
6. Intersection Analysis
7. Santiago Canyon Road Analysis (if applicable)
8. Summary of Impacts
9. Mitigation

The following is an elaboration of each section describing in more detail what should be covered.

1. PROJECT DESCRIPTION

The project should be clearly described, stating the acreage, number of units or gross and net floor area, points of access, and planned usage. A location map should be included showing the project's relationship to the regional and local circulation systems. A feature plan, plot plan or site plan showing detail commensurate with the level of approval sought, including all pertinent transportation elements (e.g. arterials, streets, access locations, parking, driveways, etc.) must be part of the project description.

2. EXISTING CONDITIONS

All existing traffic conditions within the project's sphere of impact must be clearly described and presented in a graphical manner. Base condition traffic volumes, levels of service, critical movements, and Deficient Intersections will be available from the County. Tabular presentations may be used in addition to the graphical displays. These include:

- a. AM and PM peak hour, and daily traffic volumes.
- b. AM and PM peak level of service of all signalized intersections and identification of all critical movements.
- c. Deficient intersections.

3. FUTURE CONDITIONS

The future conditions within the project's sphere of impact shall be described in a graphical manner consistent with the level of entitlements for project plus existing, project plus three year projection, project plus five year projection from the date of the report. In addition, a buildout evaluation to establish general plan consistency when appropriate will be required. The County will provide the necessary background volume projections.

The traffic projections shall be based upon the level of information available for the project and the analyses may be adjusted at the discretion of the Director of Transportation. The levels of service of all signalized intersections will be presented. Any planned road or intersection improvements scheduled within the upcoming five years shall be described and accounted for in the analysis.

4. PROJECT TRIP GENERATION

The AM and PM peak hour and daily total traffic generation of the project shall be calculated using rates as specified by the County of Orange. In the event a land use is proposed for which no reliable generation rate is available from the County, the generation rate used may be derived from independent empirical studies subject to approval by the County. If the proposed project contains mixed land uses (such as commercial, residential, office or industrial) resulting in expected trips wholly internal to the project, the percentage of internal trips shall be approved by the County prior to proceeding with the analysis.

5. PROJECT TRIP DISTRIBUTION

The project's trip distribution shall be presented in graphical form showing both the number of trips generated by the project and the percentage of the project's total generation on each arterial link to the limit of the project's sphere of impact. In the case of a project containing mixed land uses, a separate distribution shall be presented for each land use, in addition to the summation of the individual distributions.

6. INTERSECTION ANALYSIS

Any intersection to which the project contributes measurable traffic, either in the present or in the three or five year projections, must be further analyzed using the methodologies previously discussed. The levels of service for such impacted

intersections shall be calculated and reviewed to determine if any mitigation is required under the conditions of the GMP.

If a project contributes measurable traffic to a Deficient Intersection, the analysis should show the project's total daily traffic contribution to the Deficient Intersection as well as the total traffic entering that intersection.

7. SANTIAGO CANYON ROAD ANALYSIS

Projects which increase the critical movement (the higher of the two directional movements) as measured on _____, 1989, by one percent or more during the AM or PM peak hour on Santiago Canyon Road shall perform a level of service analysis using the previously specified methodology. The analysis shall address project plus existing, project plus three year projection, project plus five year projection in addition to buildout analyses required for general plan consistency evaluation.

8. SUMMARY OF IMPACTS

The report shall contain a listing of all adverse impacts created by the project. These include intersections presently operating at better than LOS D and projected to operate at worse than LOS D as a result of the project, intersections already operating at LOS D to which additional traffic is added by the project, and traffic added to Deficient Intersections.

9. MITIGATION MEASURES

If mitigations are required, their feasibility shall be determined. It is important to classify which mitigations:

- a. are solely in the control of the project proponent (such as widening adjacent to the proposed project),
- b. require approval of others or participation in a program (such as FCPP intersection widenings)
- c. require participation or regulatory action on the part of the County (such as prohibiting parking for intersection restripings).

The last section of the report shall contain a detailed description of mitigation measures proposed by the project. A list of these measures shall also be included in a summary at the beginning of the report.

Investigation shall be conducted and evidence is gathered in any
manner as required under the provisions of the GWP.

If a person is interviewed, the interview shall be conducted in a
manner as required under the provisions of the GWP. The interview shall be
conducted in a manner as required under the provisions of the GWP. The
interview shall be conducted in a manner as required under the provisions
of the GWP.

SECTION 10.0 - INVESTIGATION

The investigation shall be conducted in a manner as required under the
provisions of the GWP. The investigation shall be conducted in a manner
as required under the provisions of the GWP. The investigation shall be
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provisions of the GWP.

SECTION 11.0 - REPORTING

The report shall be prepared in a manner as required under the
provisions of the GWP. The report shall be prepared in a manner as
required under the provisions of the GWP. The report shall be prepared
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SECTION 12.0 - REVIEW

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VI. DEFICIENT INTERSECTION LIST

A. GENERAL

A deficient intersection is one that is under the sole control of the County which is currently operating at worse than LOS "D" as a result of factors outside the control of the County and which cannot be improved to at least LOS "D" solely by fees or improvements provided by new development. Each intersection must be studied to determine the Maximum Feasible Intersection (MFI) that could be reasonably expected to be built at the location if funding were available. This will serve as the basis for a cost estimate and the associated fee to be paid by development which contributes measurable traffic to the intersection. The MFI is anticipated to be an at-grade intersection for purposes of this analysis.

As part of the MFI study for each of the intersections on the Deficient Intersection List, the County will prepare cost estimates to modify the existing intersection to its MFI configuration. Any non-exempt development contributing measurable traffic to an intersection on the Deficient Intersection List shall contribute to the Deficient Intersection Fund in an amount equal to the amount of the project's traffic entering the intersection divided by the total traffic entering the intersection as measured in the 1990 Baseline traffic counts (counts will be taken in the fall of 1989), multiplied by the estimated cost to improve the intersection to its MFI condition as shown below:

$$(\text{Project Traffic} / \text{1990 Baseline Traffic Volume}) \times (\text{Total Improvement Cost})$$

When an intersection has been improved to its MFI condition, fees will no longer be collected for it.

B. DEFICIENT INTERSECTIONS

The following intersections constitute the present Deficient Intersection List:

1. Alicia Parkway at Muirlands Boulevard
2. El Toro Road at Avenida de la Carlota
3. El Toro Road at Muirlands Boulevard
4. El Toro Road at Rockfield Boulevard
5. Lake Forest Drive at Rockfield Boulevard
6. Lake Forest Drive at Trabuco Road
7. Los Alisos Boulevard at Muirlands Boulevard

C. PROCEDURE TO MODIFY DEFICIENT INTERSECTIONS LIST

Before any additional intersections are placed on the Deficient Intersection List a public hearing must be held by the Board of Supervisors. The Board will be asked to make specific findings with respect to intersections proposed for inclusion on or exclusion from the list. Those findings will require that:

1. The intersection operates at level of service E or F as defined by the County level of service policy.
2. The contribution to the critical movement(s) which determines the level of service at the intersection is a direct result of actions or factors over which the County has no control (e.g., ramp metering, adverse signal timing by state or neighboring city, city trip generation which uses County roadways as primary access routes, emergency services activities, etc.). Such contribution shall be identified by traffic counts and origin/destination data as appropriate.

Removal of an intersection from the Deficient Intersection List requires the Board of Supervisors find that one of the two above conditions no longer exists and is not expected to resume.

VII. COUNTY TRAFFIC MONITORING PROGRAM

In addition to the County's administration of the GMP, the County will be an active participant of the GMP by providing base condition traffic counts and levels of service. The County will also make available forecasts as part of the Development Monitoring Program (DMP).

Annually, from mid-September through mid-November, the EMA will take AM and PM peak hour turning movement counts at all intersections that may be considered by the GMP. These will be analyzed to determine the base level of service and critical movements for the upcoming calendar year.

The EMA will also take 24 hour directional traffic counts on Santiago Canyon Road. Due to the sensitivity of this road and the rapidly increasing traffic volumes, counts will be taken every six months, in April and October. After completion of all traffic counts, they will be incorporated into the County's latest Development Monitoring Report each January. The DMP will include existing volumes and levels of service and projections of traffic volumes and levels of service for periods of three and five years from present. It is from this basis project proponents should proceed with their analyses of the traffic impacts of their projects.

In addition to the County's administration of the 1970-71 fiscal year, the County will be an active participant in the 1972-73 fiscal year. The County will also have available to it the services of the County's administrative staff. The County will also have available to it the services of the County's administrative staff.

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**ORANGE COUNTY DIVISION, LEAGUE OF CALIFORNIA CITIES
COUNTYWIDE TRAFFIC IMPROVEMENT
AND GROWTH MANAGEMENT PROGRAM:
COUNTYWIDE GROWTH MANAGEMENT PLAN COMPONENT**

REVISED 6-15-89

INTRODUCTION

The Traffic Improvement and Growth Management Program is designed to achieve a cooperative process among Orange County's local jurisdictions to promote traffic improvement and stronger planning on a countywide basis. The program is also fashioned to maintain local authority over both land use decisions and the establishment of specific performance standards while considering regional impacts.

In recognition of differing needs, the program is structured to distinguish between developed and developing communities. While a future sales tax for transportation is intended to alleviate existing transportation problems, the program also is designed to assure the mitigation of the impact of future residential, business, and commercial on the need for new facilities.

The Traffic Improvement and Growth Management Program reflects the intent of the Cities and the County of Orange to create a process that results in the maintenance of the quality of life in Orange County through sound planning for growth. The program envisions each jurisdiction adopting a Growth Management Element to their General Plan as a high visibility means to demonstrate a commitment to maintaining Orange County's quality of life.

GOALS OF THE TRAFFIC IMPROVEMENT AND GROWTH MANAGEMENT PROCESS

The goals of the Traffic Improvement and Growth Management Program shall be to:

- outline each agency's plans and efforts to develop multi-jurisdictional traffic solutions through a well-defined cooperative planning process;
- specify traffic level of service standards;
- promote alternative forms of transportation and overall system efficiency by maximizing use of the existing transportation network through Transportation Systems Management (TSM) and Transportation Demand Management (TDM);
- provide funding for construction and maintenance of street, road and highway facilities;
- require a locally collected and administered traffic mitigation fee to guarantee that new development pays its fair share toward dealing with traffic generated by the new development;
- foster a better balance of jobs and housing and attempt to reduce the length of commuter trips through careful planning.
- provide that local jurisdictions, where applicable, establish performance standards for fire, police, library, flood control, and other infrastructure services based on local criteria;

DELAWARE COUNTY REGIONAL LEADERS OF CALIFORNIA COUNTY
COUNTYWIDE ECONOMIC DEVELOPMENT
AND GROWTH MANAGEMENT PROGRAM
COUNTYWIDE ECONOMIC DEVELOPMENT PLAN COMPONENT

REVISIONS

DESCRIPTION

The Delta Regional and Growth Management Program is designed to address the economic needs of the Delta Region. The program is designed to provide a framework for the development of the Delta Region. The program is designed to provide a framework for the development of the Delta Region.

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GOALS OF THE DELTA REGIONAL AND GROWTH MANAGEMENT PROGRAM

The goal of the Delta Regional and Growth Management Program is to provide a framework for the development of the Delta Region.

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- require the phasing of new development to insure that service level goals are achieved;
- envisions the creation of a deficient intersections program to promote funding matches between local fees and proceeds from the sales tax to correct deficiencies.

LOCAL STREET MAINTENANCE AND IMPROVEMENTS

Portions of the monies received from a future transportation sales tax will be returned to local jurisdictions (the Cities and the County) for use on local, subregional, and regional transportation improvements and maintenance projects. The intent of this program is to condition receipt of all such funds on compliance with a Traffic Improvement and Growth Management Program as described below.

ALLOCATION OF FUNDS

The Orange County Local Transportation Authority¹ will annually review local jurisdictions' Five Year Capital Improvement Programs and allocate transportation sales tax funds to cities, the County, and other eligible agencies as provided in the Countywide Traffic Improvement and Growth Management Program.

At its option to receive local street maintenance and improvement funds from the Authority, each jurisdiction shall submit a statement of compliance with the Traffic Improvement and Growth Management Program. The Authority shall conduct an administrative review and distribute funds based on a jurisdiction's certification of compliance regarding the Traffic Improvement and Growth Management Program. The Authority shall review this statement at a minimum of every five years and make findings regarding the jurisdiction's efforts. If the jurisdiction's efforts are found in compliance, the jurisdiction will be allocated its share of local street maintenance and improvement funding.

Because of great variation among jurisdictions, it is expected that the Authority will need some flexibility in determining compliance with the Traffic Improvement and Growth Management Program. Generally, this flexibility may take the form of the Authority establishing specific deadlines for achieving one or more requirements as a condition of receiving local street maintenance and improvement funds. Nothing in this program, however, shall be construed to imply that the Authority may interfere with the land use decisions of local jurisdictions.

The Authority's flexibility in determining eligibility to receive funding is limited solely to determining if a jurisdiction has adopted, if and where required by this plan, the jurisdiction's method of applying: traffic level of service standards; planning standards for fire, police, library, flood control; parks and open space and other locally-determined needs; a development mitigation program; a development phasing program; a five year capital improvement program; and is

¹The Orange County Transportation Commission is currently designated by the Board of Supervisors as the Transportation Authority responsible for administering the proceeds of an Orange County sales tax for transportation. Due to ongoing discussions regarding the nature of regional and subregional transportation planning, including transportation consolidation issues and the possible formation of an Orange County Council of Governments, it is possible that a different or expanded transportation planning agency could assume the Transportation Authority function in the future.

...the planning of new development in areas that have been...

...the creation of a detailed transportation program in...

LOCAL STREET IMPROVEMENTS AND DEVELOPMENT

...the creation of a detailed transportation program in...

ALLOCATION OF FUNDS

The George County Transportation Authority will...

As is noted in the...

...the Authority will...

The Authority's flexibility in determining...

The George County Transportation Authority...

participating in inter-jurisdictional planning forums; has addressed housing options and job opportunities; and has adopted a transportation systems management ordinance.

TRAFFIC IMPROVEMENT AND GROWTH MANAGEMENT PROGRAM

The Traffic Improvement and Growth Management Program recognizes that Orange County contains both developed and developing communities. Generally, existing developed communities already contain public facilities necessary to support general plan land use elements, but may require new or improved additional transportation facilities to implement their circulation elements and the regional system. Developing communities still need additional public facilities to bring their general plans into balance.

The Traffic Improvement and Growth Management Program also recognizes the need to promote multi-jurisdictional forums to implement facilities which support several jurisdictions. The Program envisions the establishment of Growth Management Areas (GMAs) based upon groupings of local jurisdictions. The GMAs will enable local jurisdictions to focus their mutual concerns, coordinate improvements, and implement those improvements cooperatively through inter-jurisdictional forums. The GMAs are to be defined in terms of developed or developing communities for purposes of the Traffic Improvement and Growth Management Program requirements. Inter-jurisdictional forums, consisting of officials within identified GMAs, are to be convened quarterly to discuss developments with multi-jurisdictional impacts and to promote dialogue on appropriate mitigation measures. Nothing in the Traffic Improvement and Growth Management Program shall be construed to limit any jurisdiction's ability to coordinate or cooperate with other jurisdictions not contained in the same Growth Management Area.

To receive its local street maintenance and improvement funds, each jurisdiction must, except where otherwise specified:

Adopt A Growth Management Element

Each jurisdiction is to adopt a Growth Management Element of its General Plan to be applied in the development review process.

Developed GMAs shall include within their element, sections 1, 3 and 4. Developing GMAs shall include within their elements section 1 through 4 inclusive. In addition, all jurisdictions must comply with, but not necessarily include within their element, sections 5, 6, 7, & 8 below unless otherwise specified.

The City-County Coordination Committee, or successor agency, shall prepare guidelines and administrative procedures to aid local jurisdictions in the development of Growth Management Elements. Local jurisdictions shall develop their Growth Management Element within one year after receipt of the guidelines which shall be prepared within six months of an election containing a sales tax measure for transportation improvements or implementation appropriately taken through the City-County Coordination Committee.

1. **SPECIFY TRAFFIC LEVEL OF SERVICE (LOS) STANDARDS** to implement local jurisdiction service level goals.

Each jurisdiction shall determine how Traffic LOS standards are to be applied to their General Plan land use and circulation elements and specific land use categories. Each jurisdiction shall comply with its adopted standards.

government is a significant, growing force, and should be given the same respect and the same status as the private sector.

THE PUBLIC ADMINISTRATION AND GOVERNMENT PROGRAM

The public administration and government program is a broad-based program that encompasses all aspects of public administration and government. It is a program that is designed to provide the public with the best possible service and to ensure that the government is efficient and effective in its operations.

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To ensure that the public administration and government program is efficient and effective, it is necessary to have a clear understanding of the program's goals and objectives. This understanding is essential for the program to be successful.

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The general target standard for each jurisdiction should be LOS (D) for intersections, but it is recognized that jurisdictions may establish a lower LOS standard for certain intersections in urbanized areas.

Level of Service (LOS) would be measured by the Traffic Level of Service Policy Implementation Manual established by the Authority, as reviewed and approved by the City-County Coordinating Committee or successor agency. Any issues with respect to the application of the Traffic Level of Service Policy Implementation Manual shall be referred to the County Transportation Commission's Technical Advisory Committee, or successor committee, for review and recommendation to the Authority. In the event that an intersection(s) exceed(s) the applicable Traffic Service standards, local jurisdictions, in consultation with Inter-jurisdictional forums, shall establish appropriate mitigation measures or determine that a given intersection is subject to a finding of special circumstances.

Any intersection that presently exceeds the local Traffic Service standard and which will be brought into compliance in the most current Five Year Capital Improvement Program shall be considered to be in compliance with the applicable standard. In cases where an intersection is not brought into compliance in the most current Five Year Capital Improvement Program, for reasons beyond the control of the governing jurisdiction (e.g., ramp metering effects, traffic generated outside the jurisdiction, or state highway designation), it shall be added to a Deficient Intersection List. Projects located within the same GMA as the intersection and contributing measurable impacts to the intersection and all projects contributing cumulatively, or individually, 10% or more of the traffic using an intersection will be assessed a mitigation fee determined by the involved local jurisdictions and locally administered as part of their five-year Capital Improvement Program.

The Authority, jointly with affected local jurisdictions, shall determine and periodically review the application of Traffic Level of Service Standards on routes of regional significance such as Super Streets. The review will take into account traffic originating outside of the County or jurisdiction, environmental issues and financial considerations. Local jurisdictions, through the inter-jurisdictional forums and with the Authority, shall jointly determine the appropriate measures and programs for mitigation of regional traffic impacts within their boundaries.

Transportation Capital projects necessary to meet and maintain the Traffic Service standards are to be included in the required Five Year Capital Improvement Program.

2. ADOPT PLANNING STANDARDS, maintained through capital projects, for the following items, based on local criteria (required for developing GMAs only).

- | | |
|------------|---|
| a. fire | d. flood control |
| b. police | e. parks and open space |
| c. library | f. other items as determined by each jurisdiction |

The project report needed for each jurisdiction should be ILS (2) or
better, but it is suggested that jurisdictions may consider a lower ILS
outside the urban boundaries in unincorporated areas.

Level of Service (LOS) would be measured by the Traffic Level of Service Policy
Improvement Plan (ILSP) established by the Authority. It is reviewed and approved by
the Countywide Planning Committee to ensure a good. All projects with
higher to the standards of the Traffic Level of Service Policy Improvement
Plan shall be referred to the County Transportation Committee's Technical
Advisory Committee or subcommittee, for review and recommendations to
the Authority. In the event that an jurisdiction(s) exceeds the applicable Traffic
Level standards, local jurisdiction(s) is encouraged with their jurisdiction
to review their existing transportation conditions to determine that a given
jurisdiction is subject to a finding of special circumstances.

All jurisdictions the Authority would be local Traffic Level of Service standard and which
will be subject to a finding in the most current Five Year Capital Improvement
Program shall be required to be in compliance with the applicable standard. In
the event an jurisdiction is not through two consecutive in the most current Five
Year Capital Improvement Program, the Authority, beyond the amount of the
jurisdiction's jurisdiction (e.g., state funding effort, other funding within the
jurisdiction, or state highway department) is then be added to a jurisdiction
jurisdiction list. Jurisdiction found within the same CIMA as the jurisdiction and
exceeding standards higher in the jurisdiction and all projects contributing
to a finding of LOS (e.g., LOS or more of the traffic using an jurisdiction will
be a finding of a jurisdiction by the Authority local jurisdiction and
jurisdiction a part of their Five Year Capital Improvement Program.

The Authority, jointly with affected local jurisdiction(s), shall determine and
periodically review the applicability of Traffic Level of Service standards to various
jurisdictional boundaries such as Super Street. The review will take into account
the existing conditions of the County or jurisdiction, environmental issues and
jurisdictional boundaries. Local jurisdiction(s) through the local jurisdiction's
and with the Authority, shall jointly determine the appropriate criteria and
process for the review of regional traffic impact with this document.

The Authority (County) project necessary to meet and maintain the Traffic Level of
Service and as is included in the updated Five Year Capital Improvement
Program.

ADDITIONAL STANDARDS including design speed project for the
following level, based on local conditions provided in developing CIMA only.

1	2	3	4	5
1	2	3	4	5
1	2	3	4	5
1	2	3	4	5
1	2	3	4	5

Capital projects necessary to meet and maintain the Service standards are to be included in the required Five Year Capital Improvement Program.

3. **ADOPT A DEVELOPMENT MITIGATION PROGRAM** to ensure that new growth is paying its share of the costs associated with that growth.

Local jurisdictions, for the most part, already impose fees for a variety of purposes including site specific traffic improvements. Only a few jurisdictions impose fees for regional traffic mitigation. To meet the requirements of this Section, each jurisdiction shall:

- A. Adopt a development mitigation program to ensure that development is paying its share of the costs associated with that development. The program will be coordinated through inter-jurisdictional forums within the GMAs.
- B. Each jurisdiction shall impose or continue an existing traffic impact mitigation fee for improvements within its boundaries and GMAs. Inter-jurisdictional planning forums shall determine minimally acceptable impact fee levels for application within their specific GMA. Such fee levels will serve as a base amount for impact fees for jurisdictions within a GMA, but individual jurisdictions may impose greater levels if they so desire.
- C. Ensure that new revenues provided by a sales tax increase measure shall not be used to replace private developer funding which has been committed for any project.

In addition, the Authority, in cooperation with inter-jurisdictional forums and local jurisdictions, shall:

- A. Develop a program of regional traffic mitigation project needs as determined in, but not limited to, the 20-Year Master Plan for Transportation Improvements.
- B. Determine the most feasible methods of mitigating regional traffic impacts. Existing traffic impact fees shall be taken into consideration by the Authority.

4. **ADOPT A DEVELOPMENT PHASING AND ANNUAL MONITORING PROGRAM** to ensure that service goals are achieved:

Jurisdictions shall prepare, in conjunction with the Five Year Improvement Program, a phasing and monitoring program for development entitlements and circulation improvements within their jurisdictions. These phasing and monitoring programs shall also ensure that infrastructure is added as development proceeds so that balance between public facilities and demand continues. The program shall provide reasonable lead time (five years from first grading permit or three years from first building permit) to design and construct improvements. In developed GMAs, phasing programs shall be limited to development entitlements tied to transportation improvements only. The annual monitoring program would also

serve to provide a performance monitoring mechanism to identify potential deficiencies and corrective measures. The costs of the annual monitoring program may be an eligible expense from the proceeds the annual increase in the sales tax for transportation improvements.

5. PARTICIPATE IN INTER-JURISDICTIONAL PLANNING FORUMS TO REDUCE CUMULATIVE REGIONAL TRAFFIC IMPACTS OF DEVELOPMENT

Local jurisdictions, in cooperation with the City-County Coordination Committee or successor agency, shall establish inter-jurisdictional forums at the GMA level to cooperate in easing cumulative traffic impacts and coordinating improvements in transportation and other facilities at the inter-jurisdictional level. The Authority will support these efforts by an ongoing countywide comprehensive transportation planning process in which all jurisdictions shall assist in developing and participate.

As part of this process, a uniform database on traffic impacts will be created based on a countywide transportation computer model developed using proceeds from an increase in the sales tax for transportation improvements. It is recognized that, in consultation with local jurisdictions, the existing transportation computer model maintained by the County would serve as the basis for this process.

Small area models used to determine the impacts of development on the circulation system shall be based on the countywide models and shall use standardized modelling assumptions and conventions. Standardized modelling would provide an opportunity to test proposed amendments to individual jurisdictions' General Plan Transportation and Land Use Elements and to assist cities and the County in determining the impacts of development projects proposed for General Plan Amendments. This also provides for the development of common standards with which to calculate traffic impacts across jurisdictional boundaries.

Input for the model should include such items as each jurisdiction's Five Year Capital Improvement Program of transportation projects (see Section 6) and the projects of Federal, State and regional agencies such as CalTrans, transit operators, and the Southern California Association of Governments. In addition, the computer model database should include each local jurisdiction's anticipated land use development projects reasonably expected to be constructed within the next five years.

6. DEVELOP A FIVE YEAR CAPITAL IMPROVEMENT PROGRAM to meet and maintain both its adopted Traffic Service and Performance Standards.

Each jurisdiction shall determine the capital projects needed to meet and maintain both its adopted Traffic Level of Service and Performance Standards. Capital financing programming will be based on proposed development to be constructed during (at a minimum) the following five year period. The Capital Improvement Program shall include approved projects and an analysis of the costs of the proposed project as well as a financial plan for providing the improvements.

7. **ADDRESS HOUSING OPTIONS AND JOB OPPORTUNITIES** as related to transportation demand on a city, subregional, and countywide basis.

All cities and the County of Orange, working with the City-County Coordination Committee or successor agency, shall develop a model policy statement on balancing jobs and housing and shall develop a consistent countywide format for reporting on progress.

8. **ADOPT A TRANSPORTATION SYSTEMS MANAGEMENT (TSM) ORDINANCE** or alternative mitigation to reduce single occupancy automobile travel.

To promote carpools, vanpools, alternate work hours, park and ride facilities, telecommuting and other traffic reduction strategies, the Authority will draft a Model Transportation System Management Ordinance, consistent with Regulation XV of the South Coast Air Quality Management District, for use by local jurisdictions in developing local ordinances for adoption and implementation. Cities with a small employment base, as defined in the model ordinance may adopt alternative mitigation measures in lieu of adopting a TSM ordinance.

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